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ABSTRACT

To assess the status of hunger and homelessness in U.S. cities during 2001, data were collected from 27 cities on demands for emergency food assistance and shelter and the capacity of local agencies to meet that demand; causes of hunger and homelessness and demographics of populations experiencing them; exemplary responses; availability of affordable housing for low income people; and the outlook for the future. Requests for emergency food assistance increased 23 percent over the previous year in most cities, and 14 percent of the requests went unmet. Over half of the people requesting food assistance were members of families, and over one-third were employed. Levels of resources available to emergency food assistance facilities increased by 12 percent. Low-paying jobs was the leading cause of hunger. Requests for emergency shelter increased by 13 percent over the previous year, with 37 percent of requests going unmet. Lack of affordable housing was the leading cause of homelessness. Requests for assisted housing by low-income people increased in most cities. Applicants waited an average of 16 months for public housing. Four appendices include charts on hunger and homelessness and on population, poverty, and unemployment; the 2001 questionnaire; and survey cities and mayors. (SM)

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ED 463 348

A Status Report on
Hunger and Homelessness
in America's Cities
2001

A 27-City Survey
December 2001

The United States Conference of Mayors

UD034863

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Summary

To assess the status of hunger and homelessness in America's cities during 2001 The U.S. Conference of Mayors surveyed 27 major cities whose mayors were members of its Task Force on Hunger and Homelessness. The survey sought information and estimates from each city on 1) the demand for emergency food assistance and emergency shelter and the capacity of local agencies to meet that demand; 2) the causes of hunger and homelessness and the demographics of the populations experiencing these problems; 3) exemplary programs or efforts in the cities to respond to hunger and homelessness; 4) the availability of affordable housing for low income people; 5) the outlook for the future and the impact of the economy on hunger and homelessness.

Among the findings of the 27-city survey:

HUNGER

# Officials in the survey cities estimate that during the past year requests for emergency food assistance increased by an average of 23 percent, with 93 percent of the cities registering an increase. Requests for food assistance by families with children increased by an average of 19 percent. Requests for emergency food assistance by elderly persons increased by an average 18 percent during the last year, with 92 percent of the cities reporting an increase.

On average, 14 percent of the requests for emergency food assistance are estimated to have gone unmet during the last year. For families alone, 14 percent of the requests for assistance are estimated to have gone unmet. In 33 percent of the cities, emergency food assistance facilities may have to turn away people in need due to lack of resources.

Fifty-four percent of the people requesting emergency food assistance were members of families -- children and their parents. Thirty-seven percent of the adults requesting food assistance were employed.

The overall level of resources available to emergency food assistance facilities increased by 12 percent during the last year. Thirty-three percent of the survey cities reported that emergency food assistance facilities are able to provide an adequate quantity of food. In 85 percent of the cities emergency food assistance facilities have had to decrease the number of bags of food provided and/or the number of times people can receive food. Of these cities, 33 percent have had to increase the limit on food provided. Fifty-two percent of the survey cities reported that the food provided is nutritionally balanced.

#	In 100 percent of the cities, emergency food assistance facilities were relied on by families and individuals both in emergencies and as a steady source of food over long periods of time.

#	Low-paying jobs lead the list of causes of hunger identified by the city officials. Other causes cited, in order of frequency, include unemployment and other employment-related problems, high housing costs, changes in the food stamp programs, poverty or lack of income, economic downturn or weakening of the economy, utility costs, welfare reform, medical or health costs, and mental health problems.

HOMELESSNESS

#	During the past year requests for emergency shelter increased in the survey cities by an average of 13 percent, with 81 percent of the cities registering an increase. Requests for shelter by homeless families alone increased by 22 percent, with 73 percent of the cities reporting an increase.

#	An average of 37 percent of the requests for emergency shelter by homeless people overall and 52 percent of the requests by homeless families alone are estimated to have gone unmet during the last year. In 52 percent of the cities, emergency shelters may have to turn away homeless families due to lack of resources; in 44 percent they may also have to turn away other homeless people.

#	People remain homeless an average of 6 months in the survey cities. Fifty-four percent of the cities said that the length of time people are homeless increased during the last year.

#	Lack of affordable housing leads the list of causes of homelessness identified by the city officials. Other causes cited, in order of frequency, include low paying jobs, substance abuse and the lack of needed services, mental illness and the lack of needed services, domestic violence, unemployment, poverty, prison release, and change and cuts in public assistance programs.

#	Officials estimate that, on average, single men comprise 40 percent of the homeless population, families with children 40 percent, single women 14 percent and unaccompanied minors four percent. The homeless population is estimated to be 50 percent African-American, 35 percent white, 12 percent Hispanic, 2 percent Native American and 1 percent Asian. An average of 22 percent of homeless people in the cities are considered mentally ill; 34 percent are substance abusers; 20 percent are employed; and 11 percent are veterans.

#　In 52 percent of the cities, families may have to break up in order to be sheltered. In 22 percent of the cities families may have to spend their daytime hours outside of the shelter they use at night.

#　Officials in the survey cities report that the Federal Government's Continuum of Care policy has made a difference in their community's effort to address homelessness, and that the increase in HUD funding to address homelessness has resulted in more homeless families and individuals accessing transitional and permanent housing and reaching self-sufficiency in their cities.

HOUSING

#　Requests for assisted housing by low- income families and individuals increased in 86 percent of the cities during the last year. Thirty-eight percent of eligible low- income households are currently served by assisted housing programs. City officials estimate that low- income households spend an average of 44 percent of their income on housing.

#　Applicants must wait an average of 16 months for public housing in the survey cities. The wait for Section 8 Certificates is 20 months, for Section 8 Vouchers, 22 months. Nineteen percent of the cities have stopped accepting applications for at least one assisted housing program due to the excessive length of the waiting list.

THE OUTLOOK

#　Officials in 100 percent of the responding cities expect requests for emergency food assistance to increase during 2002. One hundred percent expect that requests for emergency food assistance by families with children will increase during 2002. Officials in 100 percent of the cities expect that requests for emergency shelter will increase next year. One hundred percent expect that requests by homeless families will increase.

#　The city officials are virtually unanimous in their views about the nation's weak economy and the negative impact that it will have on the problems of hunger and homelessness. Job loss because of declining tourism, especially after the terrorist attack on September 11, has exacerbated the economic slowdown. Nearly all agree that more people are likely to fall into the ranks of the homeless and hungry during 2002.

Introduction

In October 1982, The U.S. Conference of Mayors and The U.S. Conference of City Human Services Officials brought the shortage of emergency services -- food, shelter, medical care, income assistance, energy assistance — to national attention through a 55-city survey. That survey showed that the demand for emergency services had increased in cities across the nation, and that on average only 43 percent of that demand was being met. Since that time the Conference has done numerous reports on hunger, homelessness and poverty in cities. These reports have documented the causes and the magnitude of the problems, how cities were responding to them and what national responses were required. They include:

- Hunger in American Cities, June, 1983
- Responses to Urban Hunger, October, 1983
- Status Report: Emergency Food, Shelter and Energy Programs in 20 Cities, January, 1984
- Homelessness in America' Cities: Ten Case Studies, June, 1984
- Housing Needs and Conditions in America's Cities, June, 1984
- The Urban Poor and the Economic Recovery, September, 1984
- The Status of Hunger in Cities, April, 1985
- Health Care for the Homeless: A 40-City Review, April 1985
- The Growth of Hunger, Homelessness and Poverty in America's Cities in 1985: A 25-City Survey, January, 1986
- Responding to Homelessness in America's Cities, June 1986
- The Continued Growth of Hunger, Homelessness and Poverty in America's Cities in 1986: A 25-City Survey, December, 1986
- A Status Report on Homeless Families in America's Cities: A 29-City Survey, May, 1987
- Local Responses to the Needs of Homeless Mentally Ill Persons, May, 1987
- The Continuing Growth of Hunger, Homelessness and Poverty in America's Cities: 1987, A 26-City Survey, December, 1987
- A Status Report on The Stewart B. McKinney Homeless Assistance Act of 1987, June, 1988
- A Status Report on Hunger and Homelessness in America's Cities: 1988, A 27-City Survey, January, 1989
- Partnerships for Affordable Housing an Annotated Listing of City Programs, September, 1989
- A Status Report on Hunger and Homelessness in America's Cities: 1989, A 27-City Survey, December, 1989
- A Status Report on Hunger and Homelessness in America's Cities: 1990 A 30-City Survey, December, 1990
- A City Assessment of the 1990 Shelter and Street Night count, A 21-City Survey, June 1991
- Mentally Ill and Homeless, A 22-City Survey, November 1991

- A Status Report on Hunger and Homelessness in America's Cities: 1991. A 28-City Survey. December 1991
- A Status Report on Hunger and Homelessness in America's Cities: 1992 A 29-City Survey. December 1992
- Addressing Hunger and Homelessness in America's Cities. June 1993
- A Status Report on Hunger and Homelessness in America's Cities: 1993 A 26-City Survey. December 1993
- A Status Report on Hunger and Homelessness in America's Cities: 1994. A 30-City Survey. December 1994
- A Status Report on Hunger and Homelessness in America's Cities: 1995. A 29-City Survey. December 1995
- A Status Report on Hunger and Homelessness in America's Cities: 1996. A 29-City Survey. December 1996
- A Status Report on Hunger and Homelessness in America's Cities: 1997. A 29-City Survey. December 1997
- A Status Report on Hunger and Homelessness in America's Cities: 1998. A 30-City Survey. December 1998
- A Status Report on Hunger and Homelessness in America's Cities: 1999. A 26-City Survey. December 1999
- A Status Report on Hunger and Homelessness in America's Cities: 2000. A 25-City Survey. December 2000

To spearhead the Conference's efforts to respond to the emergency services crisis in cities, the President of The Conference of Mayors appointed 20 mayors to a Task Force on Hunger and Homelessness in September, 1983. That Task Force was chaired by New Orleans Mayor Ernest "Dutch" Morial. It is now chaired by Nashville Mayor Bill Purcell.

Methodology

This report provides information on the current status of hunger, homelessness and the conditions which have affected them in the 27 cities whose mayors serve on the Task Force. A copy of the survey instrument sent to the cities is contained in the Appendix.

To respond to the survey, the city officials consult with and collect data from community-based providers and government agencies. The data is compiled by the individual or agency in the city government designated to be the Conference of Mayors' contact for the survey and it is reviewed by a senior-level manager before it is submitted to the Conference of Mayors.

The data was collected from the cities for the period of November 1, 2000 to October 31, 2001 during November and December, 2001. It was supplemented with data on population, poverty and unemployment available from the Bureau of the Census and the Bureau of Labor Statistics. The reader should note that in no case do the percentages reported for a survey question include a city unable to respond to that question. In a few instances percentages do not total 100 due to rounding. Tables, which provide city-specific data, appear at the back of chapters on Hunger, Homelessness and Housing.

Hunger

The Problem

Emergency Food Assistance Requests

During the last year, requests for emergency food assistance **increased in 93 percent of the survey cities.** The results remained the same in Charleston and Chicago. **Across the cities requests increased by an average of 23 percent.** Increases ranged from 50 percent in Santa Monica, 42 percent in Charlotte, 35 percent in Salt Lake City, 34 percent in Portland, 25 percent in Providence and San Antonio, 13 percent in St. Louis to 5 percent in Burlington.

Among the comments from the city officials on requests for emergency food assistance:

Boston: Project Bread reports that most of their funded agencies (which account for most of feeding programs in Boston) saw an increase of 18 percent. The Greater Boston Food Bank's Second Harvest survey for 2001 reported an increase of 13 percent in Eastern Massachusetts Catholic Charities reports a 15 percent increase.

Charlotte: Loaves & Fishes, an emergency food program operating 16 pantries in Mecklenburg County has had a 42 percent increase in clients over same period last year.

Chicago: Requests for emergency food assistance services over the past year have remained consistent with previous years. The city is currently experiencing an increase in the number of requests and it is anticipated that requests for services will increase over the next year.

Cleveland: We experienced a 21 percent increase in hot meals and a nine percent increase in food pantries.

Denver: Requests for food assistance began to increase substantially in August as the economy cooled. Since then, job lay-offs (particularly in travel, tourism, service and communication industries) have caused people with NO income to rely on food banks for the first time in their lives.

Detroit: Our Area Community Service Centers collectively report an average of 110 customers for emergency food each day. During peak periods, more than 155-160 customers have been traditionally reported.

Kansas City: Harvesters's response is based on the number of households served by member pantries and the number of meals served by member on-sites (kitchens). Pantries reflected an increase of 7.4 percent, while on-sites reflected an increase of approximately one percent.

Los Angeles: For most agencies, the demand for emergency food assistance has increased by 20 percent. Agencies report serving more immigrant families, homeless persons, and people from board and care homes. According to one agency, there seems to be an increase of impoverished people moving into the community.

Louisville: Working poor and welfare-to-work families have to make difficult decisions as to whether to pay for utilities, rent, medicine or food.

Nashville: Second Harvest has seen an increase of 20 percent at all their emergency food box sites in Nashville-Davidson County and in the 37 counties in their service area. Last month, they surveyed 62 food pantries and all of them have seen an increase. These increases are due to factories closing in smaller communities, workers'' hours being cut back, and seasonal workers being laid off. Many of the persons coming to their emergency food box sites are coming for the first time. Nashville CARES saw the number of clients accessing food bags rise from approximately 750 last year to nearly 825 this year. The Salvation Army is seeing a larger homeless population, some of whom are working shift work when services are not available. In addition, they have begun a collaborative effort with Second Harvest and added a new food box site, which has led to an increase in requests for food.

New Orleans: The increase is a result of the recent economic slowdown.

Norfolk: The Foodbank of Southeastern Virginia reports an increase from individuals and food service centers asking for food.

Philadelphia: Based on interviews with administrators of food cupboards in Philadelphia (40 in all) the demand for food is greater.

Phoenix: Our information comes from the Association of Arizona Food Banks who collects data from food providers.

Portland: Approximately 109,228 people received food boxes in Multnomah County.

Providence: Our response is the percentage of increase in number of families requesting assistance.

Salt Lake City: The increase is the result of low wages, high cost of housing and utilities, medical emergencies, slowing economy and lay-offs.

San Antonio: A pilot project called Kids' Café has been started to address the issue of childhood hunger. It will serve as a direct partnership between the San Antonio Food Bank and the after-school programs.

San Diego: The combination of the service-based economy and one of the highest rental housing markets in the country has led to an increase in the demand for food assistance.

Santa Monica: The agencies which provide emergency food assistance, and the feeding programs in the parks, have found that food requests are up by 50 percent.

Seattle: In general the total number of requests for food assistance varies month-to-month. Over the years, data support the trend of increased demand for food assistance during the summer months. This is also the time of year when in-kind and food donations tend to be lower. There continues to be a higher demand for emergency food assistance.

St. Louis: The 13 percent increase in requests for emergency food assistance is based on Hunger Hotline Data from city zip codes. The City of St. Louis experienced better results than the larger St. Louis Metropolitan Area in which Hunger Hotline calls increased more than 27 percent for the first ten months of 2001 as compared to the same time period last year.

St. Paul: The economic down turn of the past year has been a factor.

Trenton: In 2000, the Trenton Area Soup Kitchen was giving out 60 food vouchers a month. In 2001, they average 119 a month.

Washington, D.C.: The Federal Emergency Management Agency (FEMA) Board in 2001 reports 112 percent increase in served and bagged meals as compared to 2000 data. However, one large provider -- a soup kitchen that serves over 500 meals daily -- is accounting for much of the difference because it is reporting all of its feeding activity this year and did not do so the year before. Thus it is probably more accurate to look at the FEMA increase in bagged meals, which was 25 percent. At the same time larger emergency food providers showed 65 percent-70 percent increase and most survey respondents reported about a 30 percent rise in demand. A major spike occurred in October and November, with Bread for the City reporting 67 percent increase in new clients after 9/11 after effects of increased unemployment. That's on the border line in terms of this report period, but significant. Since the FEMA data shows a significant increase in bagged meals, and Bread for the City and the United Planning Organization report increases as well, we definitely have an increase -- but whether it is 25 percent or 100 percent (or more) is hard to quantify. The 35 percent figure above is thus a conservative yet still fairly substantial increase to report.

Emergency Food Assistance Requests by Families

The number of families with children requesting emergency food assistance **increased in 96 percent of the survey cities.** The result remained the same in Charleston. **Across the cities, the average estimated increase was 19 percent.** Increases ranged from 55 percent in Salt Lake City, 33 percent in Denver, 30 percent in Detroit, Philadelphia and Portland, 20 percent in Louisville, Nashville and Providence, 17 percent in Norfolk, 11 percent in San Antonio, 9 percent in St. Paul, to one percent in Seattle.

Among the comments from the city officials on the number of families with children requesting emergency food assistance:

Boston: Project Bread and Catholic Charities report this increase. Catholic Charities has made accommodations for working families by servicing some families in the early evening to accommodate work schedules.

Charlotte: The number of families with children birth - 5 years is up 6 percent.

Chicago: Specific information about the number of families with children is unavailable; however, it is known that 35 percent of those needing food are children, which is consistent with previous years. The city is currently experiencing an increase in the number of requests and it is anticipated that requests from families with children will increase over the year.

Detroit: Unemployment, low wages, and other employment related problems have caused families to move in together to enhance their limited resources.

Kansas City: According to Harvesters, the number of families with children requesting food increased at the same rate as the overall requests.

Los Angeles: For most agencies, the demand for emergency food assistance by families with children has increased by 18 percent. According to one agency: Black families do not seem to be able to get help; there are more families who earn poverty wages or unemployed than ever before; and, the average family requesting food assistance has 3 children under the age of 16.

Louisville: The distribution of baby formula alone has increased more than 24 percent. University Hospital discharges new moms with one day's formula and a referral to Dare-To-Care.

Nashville: Second Harvest has increased the number of food boxes over last year by 500; this is the highest number since January 1997. Nashville CARES began to work with the Comprehensive Care Center in a collaborative effort targeting females with a high-risk of contracting AIDS along with their families. The Salvation Army is seeing more people on the street who have no way to cook.

Norfolk: The numbers are reported through quarterly surveys submitted to the Foodbank agency.

Philadelphia: Women and children are appearing with far greater frequency than the previous year. This has been documented by the USDA, The Children's Defense Fund, The Manpower Demonstration Project and America's Second Harvest and others.

Phoenix: Our response is based on information from the Association of Arizona Food Banks.

San Antonio: Poverty continues to be the key factor in the increase for emergency food requests by families. Recent studies indicated that the poverty rate for children in San Antonio is approximately 30 percent.

San Diego: Many more housed families as well as homeless people are dependent on food assistance programs and congregate feeding programs.

Santa Monica: The Ocean Park Community Center (OPCC)is the only agency which provides emergency food to families, and they have reported a 25 percent increase in the number of families with children requesting food.

Seattle: On the average, of the individuals served by food banks, 32.44 percent are children under 18 years of age.

St. Paul: The economic down turn of the past year has been a factor.

Trenton: Limited income from working or public assistance programs leaves little left for food and clothes after paying for rent and utilities.

Washington, D.C.: Survey respondents serving families all showed an increase. There were not enough responses to be totally representative, but it seems reasonable to report the increase based on responses received and the experience of larger emergency food providers. UPO, with a very large network serving poor communities, also reports a lot of repeat business with families -- a kind of increase in volume if not in number of new families.

The People Requesting Food Assistance

Across the survey cities it is estimated that 54 percent of those requesting emergency food assistance were either children or their parents. In Cleveland, Norfolk, Portland, Providence, San Antonio, and St. Paul three-fourths or more of those requesting emergency food assistance were member of families with children.

Officials in the survey cities reported that 37 percent of adults requesting emergency food assistance were employed. The percentage of employed adults requesting food assistance ranges from 71 percent in Nashville, 68 percent in San Antonio, 53 percent in Burlington, 48 percent in St. Paul, 36 percent in Boston, 33 percent in Washington, D.C., 12 percent in Trenton, and 10 percent in Detroit.

Emergency Food Assistance Requests by the Elderly

The number of elderly persons requesting emergency food assistance **increased in 92 percent of the survey cities**. The number remained the same in Burlington and Chicago. **Across the cities requests for emergency food assistance by elderly persons increased by an average of 18 percent**. Increases ranged from 87 percent in San Antonio, 35 percent in San Diego, 30 percent in Boston and Cleveland, 15 percent in Detroit, Norfolk, and Providence, 10 percent in Denver, New Orleans, and Washington, D.C., 5 percent in Los Angeles, Philadelphia, and St. Paul, and one percent in Seattle.

Among the comments from the city officials on the number of elderly persons requesting emergency food assistance:

Boston: Greater Boston Food Bank members saw increases in the number of elders served in Eastern Massachusetts.

Burlington: Most emergency food providers are finding that around 4 percent of their clients are elderly.

Charleston: The number of children eligible and requesting free school lunches increased from 41,000 in Charleston, Berkeley, and Dorchester counties to 43,468.

Chicago: Approximately 9 percent of persons seeking food assistance at pantries and soup kitchens are senior citizens, which is consistent with previous years. The city is currently experiencing an increase in the number of requests from elderly persons and it is anticipated that requests will increase over the year.

Cleveland: Our increase is a result of rising drug prescription costs and increased medical copayments.

Denver: Quite simply, more low-income people are becoming older, and since most do not receive food stamps, they rely on food banks to supplement their meager, fixed incomes.

Detroit: Our increase is a result of fixed incomes and predictably, those who must make decisions between food and high fuel costs.

Kansas City: According to Harvesters, the number of seniors served is consistent with the overall increase.

Los Angeles: For most agencies, the number of elderly persons requesting emergency food assistance has increased by 5 percent. According to one agency, it appears more social security recipients are having difficulty with food stability. There are more stories of people running out of food before the end of the month and the next check.

Louisville: The Dare-To-Care Produce Delivery Program has increased services by providing high protein perishables.

Nashville: Our response (from the Ladies of Charity) is a result of high food costs and high drug prescription fees.

Norfolk: The Hunger in America Survey 2001 study provided the basis for our response.

Philadelphia: Numerous church based food cupboards respond that older members are requesting assistance for the first time. These are often the same people who have volunteered for some time distributing sources for the church.

Phoenix: Our response is based on information from the Association of Arizona Food Banks.

Salt Lake City: Our response is a result of increasing elderly population and a lack of affordable housing.

San Antonio: The high cost of medical services, in particular the purchase of regularly needed medication, has become overwhelming to many in the elderly population. Also, utility rates increased dramatically. These increases leave the elderly with very limited resources for the purchase of food.

San Diego: High rents and utility costs along with escalating medication costs have forced elderly people to seek food assistance.

Santa Monica: There has been an increase in the number of elderly people becoming homeless for the first time in Santa Monica. This is primarily due to a change (from State legislation) in our rent control laws. Last year, for the first time in 20 years, when an apartment becomes vacant landlords can bring the rent up to market value. Consequently, many long-term low-income renters have been evicted from their apartments for minor technicalities (e.g., they may have had a pet for years with the landlord's permission, but since there may be a "no pets" clause in the lease these people are suddenly being evicted).

Seattle: On the average, 25.43 percent of persons served by food banks are seniors 55 years of age or older.

St. Paul: The economic down-turn of the past year has been a factor.

Washington, D.C.: One large provider (Community Family Life Services) reported a 44 percent increase in elderly, while other respondents showed little change or changes in the range of 10 percent-25 percent. It seems reasonable to report a small increase of about 10 percent.

Causes Of Hunger

Officials in the survey cities say hunger is due to a number of factors, many of them are interrelated. Those most frequently identified by the survey cities in response to our open-ended question are low paying jobs, unemployment and other employment-related problems, high housing costs, changes in the food stamp program, poverty or lack of income, economic downturn or weakening of the economy, utility costs, welfare reform, medical or health costs and mental health problems.

- Seventeen cities cited **low-paying jobs** as one of the main causes of hunger. They are Boston, Burlington, Chicago, Cleveland, Denver, Detroit, Norfolk, Phoenix, Portland, Providence, Salt Lake City, San Antonio, San Diego, Seattle, St. Louis, Trenton, and Washington, D.C.

- Fifteen cities identified **unemployment and other employment-related** problems: Charlotte, Chicago, Denver, Detroit, Kansas City, Los Angeles, Louisville, Nashville, Norfolk, San Antonio. Seattle, St. Louis, St. Paul, Trenton and Washington, D.C.

- Thirteen cities cited **high housing costs**: Boston, Burlington, Chicago, Denver, Nashville, Norfolk, Portland, Providence,. Salt Lake City, San Antonio, San Diego, Santa Monica, and Seattle.

- Ten cities identified **changes in the food stamp program**: Boston, Burlington, Cleveland, Denver, Los Angeles, New Orleans, Philadelphia, Salt Lake City, Santa Monica, and Washington, D.C.

- Seven cities cited **poverty or lack of income**: Charleston, Los Angeles, Kansas City, Nashville, New Orleans, Philadelphia, and San Antonio.

- Seven cities identified **economic downturn or weakening of the economy**: Burlington, Charlotte, Chicago, Louisville, Nashville, San Antonio, and St. Paul.

- Six cities cited **utility costs**: Boston, Burlington, Nashville, Providence, San Diego, and Seattle.

- Six cities identified **welfare reform**: Burlington, Philadelphia, Salt Lake City, Santa Monica, Seattle, and Trenton.

- Five cities cited **medical or health costs**: Chicago, Kansas City, Nashville, Portland, and St. Louis.

- Four cities identified **mental health problems**: Detroit, Nashville, Los Angeles, and Washington, D.C.

Other causes of hunger identified by cities include **substance abuse** by Detroit, Nashville, and Washington, D.C., **prescription drug costs** by Chicago, Cleveland and Nashville, **temporary change in job status** by Nashville and Norfolk, and **child care costs** by Chicago and Portland.

Capacity to Meet the Need

Emergency Food Assistance Facilities

During the last year the number of emergency food assistance facilities **increased in 63 percent and remained the same in 33 percent.** The number decreased in Detroit. Cities in which they increased are Boston, Charlotte, Chicago, Cleveland, Kansas City, Los Angeles, Louisville, Nashville, Norfolk, Philadelphia, Phoenix, Portland, Salt Lake City, San Antonio, Seattle, Trenton, and Washington, D.C.

Among the comments from the city officials on the number of emergency food assistance facilities:

Boston: The number of pantries increased from 103 to 106.

Charlotte: Pantries have been added to provide evening and weekend operating hours.

Chicago: Approximately 30 new agencies have been added to the emergency food assistance network.

Cleveland: A small number of new facilities opened.

Detroit: It varies from month to month, based on non-availability of continued funding.

Kansas City: Based on Harvesters records, the number of active member accounts or emergency assistance sites rose from 525 to 600 over the last two years.

Louisville: Four new agencies have become distribution sites for food.

Nashville: Second Harvest collaborated with The Salvation Army's Magness Potter Center and opened a new emergency food box program. With more funding, they will open 1-2 more sites in underserved areas.

Norfolk: The Foodbank reports a slight increase in member agencies due to more requests for assistance.

Philadelphia: We are responsible for the training of each administrator for all new food cupboards in the city. This year we trained 50 new administrators which is the highest one year total since SHARE has been doing this work with cupboards (11 years).

Phoenix: The Association of Arizona Food Banks reports more agencies are accessing food banks for food resources.

Portland: A small number were added. Multnomah County now has 50 emergency food pantries, 28 emergency meal sites/shelters, 87 supplemental programs, 5 community basket sites, and 12 harvest share sites. The major change is the building of an $11.5 million warehouse in Portland for the Oregon Food Bank that serves the entire state. This increases the capacity to store food and also will increase OFB's efficiency.

Salt Lake City: At least one major pantry has been added locally.

San Antonio: A pilot project called Kids Café has been started to address the issue of childhood hunger. It will serve as a direct feeding partnership between the San Antonio Food Bank and after-school programs.

Santa Monica: The private nonprofit food assistance agencies have remained the same. However, the feeding programs in the parks (largely operated by the faith community without city sponsorship) have increased.

Seattle: There are over 80 reported meal programs in the city of Seattle. Many more are components of shelter programs and congregate nutrition sites for the elderly. Last year, there were 29 food banks in the city of Seattle (this included one program on the Seattle-King County border and served King County residents); this year, there are 27. Almost all programs experienced increases this past year.

St. Louis: The number of emergency food agencies in St. Louis has remained relatively stable with new groups offsetting groups that closed.

Trenton: More churches are providing food assistance.

Washington, D.C.: The FEMA Board reports 15 percent growth city-wide in number of agencies providing emergency food.

Level of Resources Available to Emergency Food Assistance Facilities

During the last year, the level of resources such as food and or volunteers available to emergency food assistance facilities is estimated to have increased by 12 percent. The level of resources increased in 38 percent of the cities, decreased in 42 percent and remained the same in 19 percent. The survey cities reporting on this issue.

Among the comments from the city officials on the level of resources available:

Boston: Government money has stayed the same but several charities report that donations of money and volunteer time have dropped by 10 percent.

Burlington: Emergency food providers reported modest budget increases.

Charlotte: The local foodbank reports a 50 percent decrease in donations of food/products.

Chicago: The level of resources increased 10-15 percent. Funds, food level, and volunteers have all increased.

Cleveland: USDA resources have increased, but this has largely been offset by decreasing private contributions.

Detroit: We have found inconsistencies in federal and state funding.

Kansas City: Harvesters indicates that while the number of volunteers have increased, they lost a major source of canned goods and that their donated funds are down. Overall, it has been a slight decrease, but the percentage is not available at the time of this report.

Los Angeles: For most agencies, the level of resources available to emergency food assistance facilities has increased by 5 percent. Some agencies did say, however, that they struggle to meet the needs of clients and that the FEMA food allotment gets less each year with increasing needs. Another agency stated that this year, many normal donations went to New York instead.

Louisville: The economic downturn and the impact of the 9/11 tragedy has added to declining donations. Other food drives in the community have diverted food from the most used emergency food resource (Dare-To-Care).

Nashville: More businesses are looking at the bottom line and as a result many nonprofits are receiving smaller donations. In the case of Second Harvest, this means less food and dollars. They lost 3 million pounds of food because of the loss of a Kroger contract. Kroger chose to sell food to the secondary market. Ladies of Charity echoes this trend, reporting that a lot of companies are selling their dented and broken packages rather than donating them. The economy has played a big part in their loss of food and dollars. Second Harvest sent their largest donor direct mail piece on September 10. They still have a fantastic volunteer pool at their main distribution center, but the emergency food box preprograms have a difficult time recruiting volunteers for day hours and most of their volunteers are elderly. Nashville CARES reports it has had to increase efforts to locate and secure new funding streams for food services. This agency continues to see a decrease in the amount and variety of foods available via Nashville''s Table, a perishable food rescue service, despite their valiant efforts. This agency has recently experienced a decrease in the amount of bread resources because their donors are now able to sell the bread rather than donate.

Norfolk: Funds have been outstripped by the expenses and certification/health costs around food distribution. Military volunteers are a great resource. The physical distribution is generally too hard for elderly volunteers although they are the largest group of volunteers available.

Philadelphia:. This year we have a very high levels of TEFAP funding for the cupboards, but donations and volunteers are down across the board.

Phoenix: More food has been made available through gleaning and Bonus Government Commodities. However, there has been a decrease in local food bank food drive donations.

Portland: The increase was contribution of large produce.

Providence: There has been a slight reduction in funds and donations.

Salt Lake City: Although overall resources have increased, they have not kept pace with demand.

San Antonio: While the city has received a modest increase in resources, specifically funding, the increase has not been enough to handle the significant increase in demand for food assistance.

San Diego: Level of local funding remained the same. FEMA funds for nutrition , however, increased over the past year.

Santa Monica: The Human Services Division of the city, which funds homeless services, is in the second year of a 3-year cycle. Therefore, funding levels have not changed and will not for the next year.

Seattle: During the 2000-2001 contract period, the Cost of Living Allowance was 3.6 percent in Human Services Program and General Fund funds. The percentage represented an increase of 1.6 percent from the previous year. Food providers and advocates have been able to leverage additional funding in order to enhance the food transportation and distribution systems, enhance daily operations and internal infrastructure of two meal programs and three food banks, and ensure continued advocacy and systems support staffing for local meals coalition. The current economic climate has had a tremendous impact and continues to be a challenge for financial contributions from potential private/corporate donors. Food bank providers have reported that their cupboard supplies are being depleted at a faster rate than at about the same time as last year. Local supermarket chains and smaller grocery stores are finding it necessary to keep their own inventories stocked, which would mean that food banks and meal programs would continue to see less food and essential non-food grocery donations.

St. Louis: Food assistance programs all report a decline in the level of resources. A major food assistance distribution agency reports a 13 percent decrease in product donation this year over last year. The change in fund donations or volunteers available is unknown.

Trenton: Many of our pantries have seen a reduction in private donations.

Washington, D.C.: The FEMA Board reports no real change in resources available.

One hundred percent of the survey cities reported that emergency food assistance facilities were used both for emergencies and as a steady source of food over long periods of time.

Among the city officials' comments on the use of emergency food assistance facilities:

Boston: Twenty percent of callers to Project Bread's Food Source Hotline are repeat callers.

Burlington: Most use the emergency food providers on an emergency basis, but some (perhaps 10 percent) are forced to use this assistance on a regular basis - they just don't have enough income to meet all needs.

Chicago: Shelters and soup kitchens provide help on a long and short-term basis; food depositories supply food boxes for emergency situations in addition to providing longer-term food resources.

Denver: Some people go to food banks and are never seen again, but many seniors on fixed incomes and people who work in low-paying jobs rely on food banks for a steady source of food.

Detroit: We are used as a steady source of food for long periods of time, particularly, as supplements to homes with fixed incomes.

Kansas City: According to Harvesters, member agencies have noted the trend that emergency food assistance has become more of a supplementary resource for some clients, including the working poor. While there are clients who utilize emergency food on a single time basis or for short periods, others use it regularly.

Los Angeles: All emergency food assistance facilities stated that they were used for both emergencies and as a steady source of food over long periods of time.

Louisville: We assist for one day sustenance or up to 7 days one time per quarter per family.

Nashville: Persons in need can receive food from second Harvest sites 3-4 times in a 6-month period of time.

Norfolk: Some families and individuals are served on a regular basis due to financial situations. Facilities are used for emergencies most of the time, some facilities provide food to families on a monthly basis. Supplemental pantries are needed by the "working poor" and the elderly clients on fixed incomes who sometimes choose between food and prescription drugs. Uniform and adequate food sources are needed.

Philadelphia: The line between supplemental and emergency food is not so clear. Other people experience acute needs for food at one time during a given month and not the next. To characterize food as either supplemental or emergency food does not address the month to month or week to week strategizing that many people must do to meet their nutritional needs.

Phoenix: More people are seeking supplemental assistance rather than emergency assistance due to low wages.

Portland: What started as an "emergency food system" is now providing food for people experiencing chronic shortages of food. In 1999 Oregon ranked #1 in percentage of population going hungry and was the 6th least food secure state in the nation. Although this ranking has not been done since 1999, the state of hunger in Oregon has not improved.

Providence: We provide for emergencies and supplements to food stamps.

Salt Lake City: Although most providers classify themselves as 'temporary' assistance, these services are increasingly being used for supplemental food assistance.

San Antonio: Agencies providing food assistance have reported the use of their resources for both emergency food and as a steady source of food for long periods of time. They have reported an increase in attendance in their dining room facilities that provide daily hot meals, as well as an increase in food pantry participation.

Santa Monica: Some homeless and low income people who use the food assistance programs are chronically homeless or poor, and use the programs daily. Some low income families, as well as new homeless people arriving in town, use the programs when they discover them.

Seattle: Emergency food programs are not just for "emergencies (anymore. Some people use food banks for a limited period of time; however, many rely on emergency meal programs and food banks on a regular basis. This could be due in part to the current economic situation in the Seattle area, the region and also the entire state of Washington, D.C..

Trenton: Trenton's two main food pantries (Mount Carmel Guild & Trenton Area Soup Kitchen) provide both emergency and long term food assistance.

Washington, D.C.: Some agencies limit assistance to one-time, but many provide both served and bagged meals on an ongoing basis to anyone in need.

The Quantity of Food Provided

Thirty-three percent of the cities reported that emergency food assistance programs are able to provide an adequate quantity of food; 67 percent of the cities said they are not.

Among the city officials comments :

Boston: Some programs report that they are able to provide an adequate amount; others feel that they are not able to provide enough.

Chicago: A Chicago Department of Human Services nutritionist evaluates the quantity and the nutritional value of each City of Chicago food package/bag to ensure that it meets nutritional needs.

Cleveland: Food pantries limit assistance to a 3 to 5 day supply per month. At lest one-third of families need assistance for more days.

Denver: There is generally enough food, but not always enough fresh food or food that is high in protein.

Detroit: The department's emergency food box (pantry pacs) usually contains fifteen nutritionally balanced meals which will only temporarily meet a household's emergency need. The quantity usually depends on the availability of the food at the time of the request.

Kansas City: According to Harvesters, information gathered during Hunger in America 2001 showed that 97 percent of emergency food assistance clients were either "very satisfied" or "somewhat satisfied" with the amount of food provided.

Los Angeles: Yes, most agencies reported that they were able to provide an adequate quantity of food. However, one agency stated that it depended on the day and volume of people coming in for food. They also stated that restrictive guidelines keep the agency from serving as much as is often needed.

Louisville: The food bank purchases on average $200,000 at wholesale prices or below items such items as dry milk, peanut butter, beef stew, and beans to supplement donations.

Nashville: Since the loss of 3 million pounds of food and the conditions of the economy, Second Harvest is supplying more food boxes with less food. Nashville CARES provides meals, nutritional supplement, and/or food bags to augment the clients resources. Certainly individuals and families without any source of income then do not get "adequate" food from one provider. We attempt through case management to help individuals and families get connected to other government and community resources to augment our services. Loaves & Fishes serves seconds, as long as food is available.

Norfolk: A three-day supply of food is provided by most facilities. Some facilities are able to provide a larger supply.

Philadelphia: In some cases, emergency food helps people attain an adequate quantity, in other cases, it is simply not enough to meet their demand for that month. There is a time factor involved in this question that could be masked by answering it in "yes" or "no terms, that is, emergency food definitely helps for a period of time but that period is influenced by other factors such as family size, employment, other benefits, etc.

Phoenix: The majority report not having to stretch food or deny assistance to households. Fifteen percent report turning households down for food requests.

Portland: An emergency food box usually provides a complete 3-day supply of food for each person in the household. However, 93 percent of respondents to a statewide survey indicate that their monthly food stamps run out at least a week before the end of the month. Having a 3-day supply will leave a few days not covered at all. OFB continues to seek additional food for agencies addressing hunger.

Providence: There is adequate food for short term assistance only. There is not enough variety in the food.

Salt Lake City: The nature of emergency food assistance is such that the infrastructure precludes the availability of fresh high-quality food. Even when relatively high quantities of food are available, most food orders remain nutritionally inadequate.

San Antonio: Food assistance facilities have been inundated with food requests over the past year. Even with modest increases in resources, the demand is far greater than the supply.

San Diego: Food assistance combined with congregate feeding programs enable most low-income populations to avoid malnutrition.

Santa Monica: The supply has not been able to keep up with demand.

Seattle: Many food banks are only able to provide enough food to feed a family or individual for one or two days a week. Although there seems to be plenty of food products at the food banks, the products may or may not meet the dietary needs of the household. Most emergency meal programs are unable to provide three meals a day, seven days a week, and many only provide a meal once or twice a week. Food banks have reported that dairy products continue to be a highly requested and a much needed food item. These items are also the hardest to maintain without proper storage equipment.

St. Louis: Most pantries are only able to provide a two or three day supply of food. This is inadequate for most families in need. Many families need to seek help from more than one pantry for supplemental food. In the face of increasing need, donations to emergency food centers are decreasing.

Trenton: Most households receive three to five days supplies of food. But most need more.

Washington, D.C.: Most small agencies say yes, but the larger agencies (Community Family Life Services and Bread for the City and UPO) report that the supply is limited, particularly the supply available through the Capital Area Food Bank.

Eighty-five percent of the survey cities report that emergency food assistance facilities have had to decrease the quantity of food provided and/or the number of times families or individuals can come to get food. Among the city officials comments:

Boston: The policy remains the same as it has in the past.

Burlington: Many providers limit both quantity and number of visits, or are open only on certain days. These limitations are overcome for the most part by having multiple providers in the city.

Chicago: The City's food program is adjusted based upon actual client need. Repeat requests are referred to intensive case managers for assistance. Quantity of food is not decreased but food assistance facilities may, at times, limit the number of times a client can receive food.

Denver: Limited amounts are distributed so resources will last throughout the year.

Detroit: Resource availability determines the quantity and the frequency individuals can report to most agencies. However, there are exceptions when there are extreme emergencies.

Kansas City: Based on Hunger in the America 2001 study, agencies reported that decreases in quantity or distribution frequency is a rare occurrence overall - 82 percent of pantries; 88 percent of kitchens and 96 percent of shelters said they "rarely" or "never" have to make reductions.

Los Angeles: Most agencies reported that they have had to decrease the quantity of food provided and/or the number of times families and/or individuals could come to get food. Rules of FEMA dictate how much and how often food can be given, especially if someone refuses case management.

Louisville: We have not had to decrease food, but with donations declining there may be decreases in the future.

Nashville: Second Harvest has decreased the quantity of food but has never turned anyone away who qualifies and is in emergency need of food. In the past year we have not had to decrease the number or amount of available resources as we faced and made that decision a year ago. We have been successful in searching and securing alternative funding to maintain the consistency of the resource provided while increasing availability as the number of participants increased.

New Orleans: Clients may request assistance every two months. This helps to prevent abuse of services which in turn allows us to assist more clients in need.

Norfolk: The supply of food is not adequate for the increased number of clients; therefore, the agencies are decreasing the amount of food per family in order to serve more families. The facilities are "giving less to serve more." Member agency representatives have made requests such as "teach us how to say No."

Philadelphia: Administrators attempt to get emergency food to all of those requesting and are eligible for it. In many cases, the people distributing food are from the neighborhood or area where they are working. This local knowledge of the area and people often results in very personal relations between recipients and volunteers. This, in turn, often means that cupboards do all in their power to see that people leave with something, even if it means going into personal supplies of food or soliciting donations or providing money directly for food.

Portland: The Oregon Food Bank requires that emergency food boxes contain at least a 3-day supply of food. However, because of limited resources, some agencies have chosen to limit the number of times households can access food.

Salt Lake City: Pantries have historically created arbitrary eligibility standards to reflect the lack of food availability.

San Antonio: In the past year many agencies have had to decrease either the amount of food provided or the number of times individuals can get food as they attempt to help as many people as possible without having to refer them to yet another location for assistance.

San Diego: The food bank limits the number of visits to the food bank but provides enough food for families to avoid malnutrition.

Santa Monica: Because of the extreme rise in demand, agencies run out of food before all people who line up are provided with sack lunches or groceries.

Seattle: The food banks supplement the donated foods and non-food grocery essentials they receive with purchased products. Because of the food supply at food banks, families and individuals are limited to visiting a food bank to one time per week. Food banks in the City of Seattle also use zip codes to avoid duplication of service; however, it is not uncommon for a food bank in one area to serve people who may come to them because they are in need of more food. Clients are not turned away if they visit a food bank out of their catchment area; however, they are served and encouraged to visit a food bank in their neighborhood.

St. Louis: Most pantries limit a family's visits to once or twice a month. In some instances pantries report that they have increased the number of bags per visit, but decreased the number of monthly visits for an overall decrease in food assistance. The emergency food pantry system is designed to supplement other food resources, but is often not able to completely bridge the gap.

Trenton: Mount Carmel Guild continue to limit the number of times a household is served to once a month. All emergencies are treated separately.

Washington, D.C.: There is real stress here. The United Planning Organization (UPO) -- the District's Community Action Agency -- reports that its sites are having to limit food. Other agencies who reported say they do not have to limit quantity on a regular basis, although some are now facing that prospect in the face of an upsurge of demand as people in DC tourism and hospitality industries were laid off after the 9/11 events.

Thirty-three percent of the cities which have had to decrease the quantity of food report that during the last year emergency food assistance facilities have had to increase further the limit on the number of food bags provided and/or decrease further the number of times families and/or individuals can come to get food.

Among the city officials' comments on the limit of food assistance:

Boston: The policy remains the same as it has in the past.

Denver: Most food banks limit the number of visits per individual or household per month.

Los Angeles: The agencies that reported that they had to decrease the quantity of food also reported that they had to increase the limit on the number of bags provided and/or decrease the number of times families and/or individuals can come to get food. One agency reported that both rules and volume of need has necessitated this.

Louisville: We may have to look at decreasing the quantify of food as the two heaviest months for requests are coming up (Nov & Dec).

Norfolk: Foodbank member agencies report there has been a great increase in the past year. Most facilities have limited the amount of food distributed to individuals and families.

Portland: OFB works with agencies to ensure that they understand that there are options to reducing the amount of food provided or the number of visits allowed in a year.

Providence: Many sites can provide food one time per month only, unless it is an emergency situation.

San Antonio: Generally, when faced with funding shortages and increased request, agencies either limit the number of times individuals can visit the agency or downsize the "bags" themselves.

Santa Monica: The amount of food has not decreased, nor have the rules about how often people can show up for food. But less people are being served as the supply of food is inadequate.

Seattle: Some food banks sometimes must tighten up on eligibility requirements, limiting assistance to only those households living with the designated zip code or catchment area and/or selective in the amount of items that a bag of groceries may contain. During the holidays when special trimmings are distributed, some food banks serve households in their neighborhood first to ensure food availability before distributing the limited items to the general public who may not live in their catchment area.

St. Louis: Most pantries limit a family's visits to once or twice a month. In some instances pantries report that they have increased the number of bags per visit, but decreased the number of monthly visits for an overall decrease in food assistance. The emergency food pantry system is designed to supplement other food resources, but is often not able to completely bridge the gap.

Trenton: Mount Carmel Guild stated that there have been times that its agency had to decrease the number of times a individual can get food.

Washington, D.C.: Bread for the City, for example, now limits to one time its assistance for many new applicants, down from three times a year not so long ago.

The Quality of Food Provided

Fifty-two percent of the survey cities report that emergency food assistance facilities are able to provide nutritionally balanced food. Forty-eight percent of the cities are not able to consistently provide nutritionally balanced food. Among the city officials' comments:

Boston: Our pantries get nutrition consulting.

Charleston: As much as possible we serve nutritionally balanced food.

Charlotte: Loaves & Fishes provides a nutritionally balanced week's supply of food. The bagging list is made out by registered dieticians.

Chicago: The contents of the food packages/boxes, which are provided through the City of Chicago, are reviewed annually to ensure nutritional balance. The box content review is conducted by a City of Chicago, Department of Human Services' nutritionist. According to the Chicago Anti-Hunger Federation and The Greater Chicago Food Depository, fresh fruits and vegetables, dairy products, meats, enriched bread, pasta, peanut butter, and freshly prepared foods are distributed.

Denver: All of the food banks try to provide nutritionally balanced food, but much of what they distribute depends upon donations, and those are usually high in carbohydrates and sugar.

Detroit: State nutritionists have assisted in determining the contents of the emergency food groups for the food boxes provided to customers.

Kansas City: According to Harvesters, they have initiated several programs to help increase the nutritional balance of the food available at their distribution center. Agencies indicate that when certain items are not available at Harvesters they turn to more expensive alternatives to obtain food.

Los Angeles: The food provided is nutritionally balanced. They include breads, rice, tuna, fruits, milk, pasta, vegetables, and infant food and formulas.

Louisville: Dare-To-Care employs a full-time licensed gourmet chef to assure nutritional balance of food distributed. Nutrition is the highest priority. Over 70,000 meals are served to children at 9 Kids' Cafes, three nights per week, in the 13 county service area.

Nashville: For the most part, Second Harvest gives people what it has on hand. Sometimes they cannot give fruit or types of vegetables or meats. But they have substituted with other protein items. Vanderbilt University dieticians have helped them provide nutritious boxes even when supplies were at the lowest point. (Second Harvest) Because we serve individuals with specialized nutritional needs based on their HIV status, we work diligently to make sure that the food resources fit their medical and medicinal needs. Sadly, there are many services in town that are unable to do the same and often when we refer clients to access those resources, they are unable to use many products. (Nashville CARES) Hot meals are served, and balanced on most serving days. (Loaves & Fishes)

New Orleans: Approximately two-thirds to three-fourths of the food provided is nutritionally balanced.

Norfolk: Every effort is made to provide nutritionally balanced food; however, meat, fresh fruit and vegetables are not always available.

Philadelphia: SHARE has two nutritionists on staff that assist with the creation of menus with the available commodity foods each month. We also have a nutritionist visit many cupboards per month to instruct individuals about appropriate food handling, preparation and menu creation.

Phoenix: The food providers in Arizona follow general nutrition guidelines.

Portland: All food programs follow the USDA guidelines for nutrition.

Providence: Occasionally there is a lack of protein rich foods available and meat storage is a problem.

Salt Lake City: At least one local pantry has requested University of Utah students evaluate the adequacy of their food orders. They have never been adequate.

San Antonio: San Antonio area agencies surveyed report that every effort is made to provide nutritionally balanced meals. More often than not this goal is achieved.

Santa Monica: Often breakfasts consist of a cup of coffee and a snack bar. Lunches may be a bologna sandwich with a piece of fruit. The feeding lines in the parks sometimes provide nutritious hot meals.

Seattle: Food banks and meal programs do their best in providing nutritionally balanced meals and bags of groceries. The majority of products being distributed are donated products and, for the most part, food programs continue to make a real effort to provide foods that can be used to prepare nutritionally balanced meals. Many of the meal programs and food banks pool funds to make bulk purchases of nutritious foods which they would not be able to buy using their own funds. Such products include chicken, ground turkey, dairy products, and fresh fruits. One specific program provides "pacs (that are based on a person's dietary needs due to health and medical reasons and/or cultural reasons.

St. Louis: The food is as nutritious as can be under the circumstances. Pantries that have resources to purchase food can make nutritionally balanced food baskets; however, this is the exception rather than the rule.

Trenton: Mount Carmel Guild, the main food pantry in the City of Trenton, has a nutritionist on staff.

Washington, D.C.: Each reporting agency states that they provide well-balanced meals.

Funding

City Government Spending Public Funds to Support Local Emergency Food Assistance Efforts

During 2000 where city government spent public funds (either locally generated revenues or federal or state grants) to support local emergency food assistance efforts.

Approximately $23,322,507 was used by these city governments to support emergency food assistance efforts during the last year. Among the sources of the funds used by city governments, locally generated revenues accounted for 24.87 percent, state funds for 17.57 percent, McKinney Homeless Assistance funds for 1.17 percent, the Community Development Block Grant for 8.39 percent, the Community Services Block Grant for 3.06 percent and other federal funds for 44.93 percent.

Cities that used **locally generated funds** to support emergency food assistance efforts:

Boston	529,575
Kansas City	37,888
Los Angeles	3,166,000

Louisville	57,000
Norfolk	42,000
Philadelphia	84,087
San Antonio	8,364
Santa Monica	114,900
Seattle	1,760,339

Cities that used **state grants** to support emergency food assistance efforts:

Boston	2,500,000
Detroit	189,148
Philadelphia	409,725
Trenton	1,000,000

Cities that used **McKinney Act funds** to support emergency food assistance efforts:

Nashville	193,776
San Diego	78,850

Cities that used **Community Development Block Grant funds** to support emergency food assistance efforts:

Burlington	6,250
Chicago	1,818,000
Norfolk	65,000
Salt Lake City	67,200

Cities that used **Community Services Block Grant funds** to support emergency food assistance efforts:

Chicago	468,215
Denver	24,000
Detroit	150,846
San Antonio	6,395
Washington, D.C.	65,000

Comments on Funding

Among the comments from the city officials on funding:

Boston: The locally generated funds include $115,000 in the Mayor's Summer Food Grants from the City's budget and $414,575 from Project Bread's Walk for Hunger. The State money is the allocation for Boston pantries from the Massachusetts Emergency Feeding Assistance Program.

Burlington: The City of Burlington does not administer McKinney, CSBG or FEMA funds - all of which do, however, support local hunger/homeless providers.

Charleston: Crisis Ministries operates a Food Rescue Program, distributes non-perishable food in limited amounts, and operates a Soup Kitchen.

Chicago: These number are reflective of CDHS allocations.

Kansas City: The City of Kansas City, Missouri, Neighborhood and Community Services Department, Social Services Division sponsors the Summer Food Service Program that operates between the months of June and August. Each year the program serves nearly 3,000 children per day with the assistance of approximately 60 volunteer community and faith based organizations. Federal funds are administered by the Missouri Department of Health, Bureau of Community Food and Nutrition Assistance. In addition, on an ongoing basis, city staff participate on a committee called the Jackson County Nutrition Network Working Group that consists of several organizations whose primary mission is to ensure that low-income children receive nutritious meals. Participants include, but are not limited to, area school districts, a Food Research Action Center (FRAC) representative, Harvesters, the Kaufman Foundation, University of Missouri Nutrition Network, Kansas City Missouri Health Department, and the Missouri Department of Health, Bureau of Community and Nutrition Assistance.

Louisville: City and County Government contributed a total of $57,000 in revenue this fiscal year. Dare-To-Care is working with state representatives to receive a state grant through the Dept. of Agriculture.

Nashville: This is the amount of the actual reimbursement to Second Harvest. However, the true dollar value of the products is more than four times this figure.

Portland: The City of Portland does not fund hunger relief efforts. However, Multnomah County allocates FEMA's Emergency Food and Shelter program funds to the Food Bank, which funds programs in the city and the rest of the county.

Santa Monica: Some of the private nonprofits use state and federal sources for food. But as there are 22 homeless service programs which the City funds (not counting non-City-funded programs), it would be extremely difficult to ascertain how much funding they receive in the aggregate from state and federal sources.

Trenton: The city receives $700,000 for WIC program and $300,000 for the Summer Feeding program.

Unmet Need

Estimated Overall Demand for Emergency Food Assistance Which Goes Unmet

An average of 14 percent of the demand for emergency food assistance is estimated to have gone unmet in the survey cities during the last year. The unmet need ranges from 33 percent in Detroit, 30 percent in Santa Monica, 25 percent in Phoenix, 20 percent in Louisville, 15 percent in Nashville and Washington, D.C., 10 percent in Burlington, Cleveland, Denver, New Orleans and Salt Lake City, and 5 percent in Boston, Philadelphia and St. Louis.

For families alone, an average of 14 percent of the demand for emergency food assistance is estimated to have gone unmet in the survey cities during the last year. The unmet need for families range from 45 percent in Detroit, 25 percent in Santa Monica, 19 percent in San Antonio, 15 percent in Louisville and Washington, D.C., 10 percent in Cleveland, Denver and New Orleans, 5 percent in Boston, and 3 percent in Philadelphia.

Among the city officials' comments::

Boston: Most needs are met. The Boston Public Schools are now a tremendous resource for children in the summer and for after school programs.

Burlington: Providers' estimates of the unmet need ranged from a low of 3 percent to a high of 20 percent. Estimates of the unmet need for families with children were lower.

Denver: Some individuals and families do not access food banks due to transportation difficulties. Others, particularly seniors, are not aware that these resources exist.

Detroit: Food assistance goes unmet during peak periods or the holiday season when requests and demands are greater. However, limited resources usually dictate whether the department can accommodate every emergency food request.

Kansas City: A recent study conducted by MBA Fellows at Rockhurst University estimated that 140,000 area residents required food assistance in the Harvesters' service area. The Hunger in America 2001 study showed that Harvesters member agencies served upward of 161,000 different individuals in the past year. It would seem that the area's need for emergency food assistance is being met. Additionally, food assistance has been described as the most readily available form of emergency assistance.

Los Angeles: Approximately 9 percent of the demand by families with children for emergency food assistance goes unmet. According to one agency, because of limits on amounts and times of receipt, they often know that a family of 8-10 for instance will be out of food in a couple of days and yet they can't come back for quite a while. They often see kids crying from hunger.

Louisville: Welfare to Work initiatives seem to be driving up the number of requests as more teens and working poor families are being seen.

Nashville: Guests who arrive are fed. No one leaves hungry. (Loaves & Fishes) No demand goes unmet via second Harvest's food bank. Any person coming to second Harvest's food bank who meets the time requirements receives a food box with a 3-4-days' supply of food. They can only come 3-4 times in a 6-month period. This information is tracked by social security number and downloaded every day so that they have the most current information. We do not know overall percentage of unmet need. We do know that monthly we have in excess of 40 individuals who ask for food bag resources beyond those we have provided. We also know that between 3-5 individuals monthly request meals services that there are either not enough meal slots for them or they do not meet the stringent health guidelines that we have for meal program participation. (Nashville CARES)

New Orleans: Many people are unaware of where to get help.

Norfolk: It is difficult to estimate these figures because some facilities do not record this information or reduce the size of food boxes to meet all requests.

Philadelphia: Each food cupboard administrator that we spoke with said that there were at least three to five people each month that could not be served because they were out of resources or because they were from different neighborhoods.

Phoenix: Our response is based on reports from the Association of Arizona Food Banks.

Providence: Community groups/churches and others are available if we are unable to directly meet need.

Salt Lake City: Our estimate is based on the percentage of one pantry's caseload that has used their limit of emergency food assistance.

San Antonio: There is a significant number of families in the community whose requests for food assistance go unmet. Resources at food assistance facilities have increased slightly, but not at a rate fast enough to meet the recent demand.

St. Louis: It is estimated that about 5 percent of the overall demand for emergency food and 5 percent of the demand by families with children are unmet.

Washington, D.C.: This is United Planning Organization's experience at its sites in poor communities. UPO reported that it was "absolutely overwhelmed" by requests for Thanksgiving food.

People Turned Away

Thirty-three percent of the cities report that emergency food assistance facilities may have to turn away people in need because of lack of resources; 67 percent report they do not.

Among the comments of the city officials which may have turned people away:

Boston: Most people are served. Sometimes individuals are turned away from pantries but they are directed to meals programs. Programs are doing a better job on advising clients on Food Stamps and WIC.

Burlington: Most providers do not turn people away, though some are forced to that position.

Chicago: Chicago not-for-profit emergency food facilities efficiently utilize available resources. They respond to people in need, by either accommodating requests directly, or by referring requests to other emergency food service facilities. In addition, the City of Chicago has established an emergency response food provision system. This system safeguards against depleted food supplies due to unforeseen natural disasters and/or an unexpected increase in requests.

Denver: Some food banks do turn people away due to a lack of resources, but most limit quantities of distribution through-out the year so they will not completely run out.

Kansas City: Based on Harvesters records, except in extreme circumstances, most emergency food assistance facilities are able to serve clients requesting food. However, agency responses in Hunger in America 2001 indicate that almost 18 percent of pantries, 12.5 percent of kitchens and 3.4 percent of shelters sometimes have to reduce portions or distribution quantity due to a lack of food.

Los Angeles: Most agencies reported that they had to turn away people in need because of lack of resources.

Louisville: The menu may change and the variety of foods may decline, but no one is turned away.

Nashville: Although Second Harvest does not, the agency constantly receives referral calls from other nonprofit and religious organizations that do not have the resources. Social workers throughout the city have called them many times and said they were not able to get help from other agencies. We have a meal program for which we were able to increase participation through successful efforts to increase funding. However, there are still a finite and limited number of individuals we can serve. (Nashville CARES)

New Orleans: We must limit the number of times people can request assistance so that we can prevent abuse and service more people in need.

Norfolk: Agencies reduce the amount of food they give to individuals and families to stretch resources.

Philadelphia: During our interviews, we found that people are turned away because of a lack of food and often also because of a lack of staff to do paperwork and distribute food.

Phoenix: All food providers strive to meet all requests for food. However, fifteen percent report having had to turn households down at least once during the last year because of lack of resources.

Portland: Generally, no one is turned away because of a lack of resources. Some agencies have had to reduce their service hours and days to keep up with increased demand. Limiting the number of times an individual can access food boxes may also help keep up with increased demand.

Providence: If we cannot meet special need, we refer to and other agencies.

San Antonio: Every effort is made to meet all requests. During periods of high demand, such as last year, some requests weren't met.

Santa Monica: Our demand exceeds supply.

Seattle: A meal program or a food bank may not have a particular food item that an individual needs; however, programs rarely turn people away. Meal programs and food banks do the best they can to provide their consumer something, whether it be serving a peanut butter and jelly sandwich if the regular meal being served is all gone (which is the case for one outdoor meal program in downtown Seattle), or whether it be a bag of groceries with some essentials. The majority of food banks attempt to serve all people requesting food, irregardless of where they reside, which frequently results in severely limiting the amount of food made available to each individual/family.

St. Louis: There is a great need to help the homebound that are in need of food assistance; however, there is an absence of adequate volunteers to deliver food to these individuals.

Trenton: The majority of people are served. However, some pantries turn away people.

Washington, D.C.: For the better part of the year, the reporting agencies say they did not turn anyone away. In the last two months Bread for the City says that it is running short of food supply with the major spike in demand after 9/11 after-effects on the local economy. UPO, with the most extensive citywide network of food distribution, says that demand exceeds supply.

Exemplary Programs

Among the comments from the city officials on an exemplary program or effort underway which prevents or responds to the problems of hunger:

Boston: Project Bread is now offering Food Stamp outreach at local health centers to try to make the program more accessible. ABCD Parker Hill Fenway is providing more up front assessment of clients and offering job and life skills training.

Burlington: The newest initiative of the Chittenden Emergency Food Shelf is the Evolving Food Security System. Through acquiring additional warehouse space, the Food Shelf is now able to store and distribute larger quantities of food. Last year, the Food Shelf distributed over 1.7 million pounds of food, a 10 percent increase over the prior year. The agency was able to accept 100 percent of usable non-perishable and perishable donations - enough additional food to feed 1800 hungry families.

The Burlington Summer Food program began five years ago when community leaders identified a summer food program for low-income children as a priority need in Burlington. Almost 45 percent of the children in the Burlington public school system are participating in the free/reduced price lunch program during the school year. Those children can now receive healthy lunches (together with enrichment programming) at 21 sites around the city between the end of June and the middle of August. The number of meals served has grown from 13,072 in 1998 to 19,697 this past summer.

Charleston: The Soup Kitchen provides a hot meal at noon when there is nowhere else in our community to turn. It also gives our volunteers and staff an opportunity to engage our guests and educate them about other services offered at Crisis Ministries. We serve a very low-income population who frequently has become disenfranchised from other mainstream services in the community. Offering a hot meal is often the first step to engaging individuals into the main stream.

The largest increase in clients being served at the Soup Kitchen and Crisis Ministries in general has been among women and children and the elderly. During the month of August we served an average of 146 meals on Saturdays and a total of 4,369 meals at lunch. To date this year the Soup Kitchen has served 20,351 meals during lunch. For many individuals eating in the Soup Kitchen is their only meal of the day. More and more guests are going back for seconds, sometimes thirds. Those who rely on the Soup Kitchen are irrefutably the neediest among us. While 64 percent of Americans are over weight, 21 percent of the guests of the Soup Kitchen are underweight. More than 53 percent of the guests of the Soup Kitchen are homeless and staying in the shelters at night.

Charlotte: The Community Culinary School of Charlotte is a welfare-to-work program that successfully addresses the root cause of hunger, which is unemployment. The Culinary School trains chronically unemployed adults for jobs in the food service industry, while feeding the hungry of Charlotte.

Chicago: Exemplary Program 1. Greater Chicago Food Depository's Producemobile. The Greater Chicago Food Depository developed its Producemobile program to bring direct distribution of highly nutritional fresh fruits and vegetables to areas of the city where poverty is high and facilities for distribution of free food are limited. The Food Depository has had a fresh produce program for many years, distributing over 6.1 million pounds last year. The Producemobile is a custom designed refrigerated beverage truck with the capacity to carry 15,000 pounds of food.

Nutritionists advise a wide variety of fruits and vegetables for optimum nourishment. The program has been able to offer selections of seasonal and year-round produce, including potatoes, apples, onions, lemons, cantaloupes, strawberries, peaches, plums and pineapples. It also includes other perishable foods such as orange juice, milk and other dairy products and nutrition bars. Any space not filled with perishable items is stocked with high-nutrition, shelf-stable items such as cereal.

The Producemobile operation has been widely embraced throughout the city, lauded by social service agencies and government officials. Widespread media attention has helped spread the word in the city's low-income areas about the availability of the program. The program's most recent reports show that it's reaching about 10,800 individuals representing 3,600 families a month. Monthly distribution is nearly 134,000 pounds - putting it on track to far exceed the12-month goal of 850,000 pounds. Typical of the comments of many came from a South Side agency representative who said, "This is probably one of the best innovative ideas by the Depository - it meets clients' needs directly, and the driver and staff are the most pleasant people. Its people look forward to the truck and the products that it brings due to the variety and the need for foods like this in their diets."

Exemplary Program 2. Oliver's Kitchen. "Oliver's Kitchen," a twelve-week culinary skills training program run by the Chicago Anti-Hunger Federation, is designed to help unemployed, low-income people access jobs in the restaurant industry through life-skill mentoring and culinary training. Oliver's Kitchen provides training in basic culinary skills along with food preparation and presentation. It prepares students for the positions of line cook, prep cook, and salad prep. These positions pay wages substantially above minimum wage, and offer potential for advancement without additional formal training. It teaches its students many of the techniques and recipes found in high-end cooking establishments. Every Thursday, chefs are invited from some of Chicago's finest eateries to demonstrate their favorite recipes to the students. After their training, the program finds jobs for each of its students and follows their progress for at least six months and often as long as two years. Oliver's Kitchen is now in its third full year of operation, has graduated 86 percent of enrollees, and has placed 87 percent of graduates in employment.

Denver: KUSA (NBC affiliate, Channel 9) has two large food drives across the state every year. A recent "9 Cares, Colorado Shares" drive brought in $45,000.00 and 175 tons of donated food..

Detroit: The City of Detroit, Department of Human Services, provides food boxes year-round through the Emergency Food Program. Food boxes are distributed to eligible persons in a crisis. The individuals and families who have lost benefits from programs such as AFDC or food stamps, and who do not qualify for any other type of assistance, are the primary recipients of this program.

Family Independence Agency (FIA) funds are supplemented by Community Services Block rant (CBSG) monies and from donations from Gleaners Food Bank. The agency provides pre-packaged food boxes (pantry pacs — 45 pounds equal 15 meals), to customers who declare an emergency need for food. The eligibility criteria requires that customers meet and document income eligibility guidelines. Also, customers are usually served no more than once during a 90-day period. However, when customers declare and document an emergency, exceptions are made.

The food boxes include a reasonable combination of the following four food groups: (1) meat or meat alternate group; (2) vegetables and fruit groups; (3) bread or bread alternate group; and (4) milk or milk alternate group. Donated food stuffs may and are distributed when they meet the same standards of quality, sanitation, and safety as those purchased from commercial sources. Home-canned or preserved foods may not be used. Emergency food is distributed to customers between the hours of 8:00 a.m. and 5:00 p.m., Monday through Friday, from three DHS Community Service Centers. Customers who are serviced under the Emergency Food Program are also informed of other supportive services which may be available to them through the Department such as clothing and low-income assistance on heating bills.

Kansas City: Harvesters recently opened two Kids Café sites and plans to expand the number of sites and children served. The program, which provides after-school meals and nutrition education to children in after-school programs, specifically addresses the area of childhood hunger. This program, though in its infancy, provides a mechanism to make nutritious meals accessible to children on a consistent basis.

Los Angeles: When one's biggest worry, day after day, is finding food, locating a job becomes increasingly difficult. St. Joseph Center''s Bread and Roses Café enables homeless persons to focus on housing and employment by serving more than 150 free hot meals each day. It is a sit-down restaurant where Center volunteers provide service. Food is diet specific so that diabetics, vegetarians, and individuals with high blood pressure can get a nutritious meal. The cheerful café-style setting provides a dignified, safe and respectful atmosphere. Clients are connected with staff from the drop in center and are provided with referrals for their specific needs. Services include case management, advocacy, workshops and referrals to other community-support organizations, such as those specializing in health, housing, legal assistance and substance abuse. For more information about St. Joseph Center, contact Rhonda Meister, Executive Director, at 310-396-6468 or view the web site at www.stjosephctr.org.

Louisville: We are working with coops to secure best food supplies at lowest cost. We re also Increasing the number of Kids' Cafes. The Dare-To-Care chef works with the Kids Café managers on how to make balanced meals appealing to kids' tastes. The chef is also, developing a cookbook with simple pictures illustrating how to prepare nutritionally sound meals for use by families with limited literacy skills.

Nashville: Nashville CARES is currently in the process of implementing a new food box service that consists solely of single serving, ready to eat food resources that we are going to distribute weekly to clients that need the ease of meal preparation because of physical limitations, including those who are ill and homeless clients. Kids Café is a program run by Second Harvest Food Bank. One night a week in a different location in the city the food bank provides a hot meal to children at risk of hunger. The program feeds approximately 1,000 children a week at 16 sites, including community centers, schools and churches. We also have a summer breakfast program at over 30 sites. There is no cost to any of these children; the food bank provides everything- food, drinks, paper products.

New Orleans: Second Harvesters, in order to more efficiently meet the demands of residents living in housing developments, has recently partnered with the housing development residents. Members of the resident councils are allowed to distribute food to those residents in need of emergency assistance.

Norfolk: Kids Café is a national program founded by America's Second Harvest where low income children can receive a free, nutritious evening meal in a safe and supportive environment. Through Kids Café, the Foodbank of Southeastern Virginia currently serves more than 7,000 meals per month to approximately 700 children at 9 sites. Norfolk Kids Café include Boys & Girls Clubs of South Hampton Roads (3) and the Oakmont Community Development Corporation.

Philadelphia: There are four large organizations that respond to hunger in Philadelphia. Nutritional Development Services coordinates the TEFAP and other emergency food for soup kitchens and shelters in the City. Philabundance works on gleaning issues in and around the city. The Greater Philadelphia Food Bank works to solicit donations of food for organizations providing relief and the SHARE Food Program, Inc is a hub for the distribution of TEFAP commodities to food cupboards and also operates a discount food purchasing program for those in need in Philadelphia. Together, these organizations provide multiple layers of support to address hunger in the city.

Portland: An exemplary program in Portland, which responds to the problems of hunger, is Oregon Food Bank''s Harvest Share program. There are 12 Harvest Share sites throughout Portland, with 16 total drop days a month. The program was designed to recover large amounts of highly perishable produce from farmers and wholesale produce companies, and make it available to low-income people throughout the Portland area. This has been a very successful program for Oregon Food Bank and the community at large.

Salt Lake City: Advocates and emergency food providers collaborate to increase access to the food stamp program and working to expand the availability of child nutrition programs in schools and community organizations.

San Antonio: The San Antonio Food Bank has begun implementation of a concept designed by their national association, America's Second Harvest, known as Kids Café. This innovative program addresses the issue of childhood hunger. It will serve as a direct feeding partnership between The San Antonio Food Bank and after-school programs. Kids Cafes are safe nurturing places where neighborhood children can go after school and receive a hot supper as well as receive help with homework from caring volunteers and staff members. Most Kid Café' participants are elementary school aged children. Younger siblings are also able to eat at Kids Cafes. In addition, by volunteering for the program, older siblings and parents can dine with their children. This joint participation in Kids Café' helps strengthen communities, as families and friends come together to share a meal.

San Diego: St. Vincent de Paul feeding programs supplement income of the working poor and feed the homeless.

Santa Monica: Step Up On Second provides 50 indoor meals twice a day, 7 days a week, to mentally disabled homeless and low income people. As part of the program, the City funds a job-training component which includes food preparation, so people with mental disabilities gain the skills and experience to enter the food industry.

Seattle: The Emergency Feeding Program, jointly sponsored by the Church Council of Greater Seattle and the Black United Clergy for Action provides an emergency proactive response to the nutritional needs of individuals and families in crisis hunger situations throughout King County. The program provides information and referral through collaboration with a network of 200 social and human service provider agencies and 35 distribution sites to help move individuals towards independence and self-sufficiency.

As the program emphasizes nutrition, it has developed 12 food boxes: (1) Regular Diet Food Box two-day supply of six meals; (2) Infant Pak A for babies 0-5 months old, or older if needed; (3) Infant Pak B for babies 5-12 months old; (4) Diabetic-Hypoglycemic Food Box for elderly persons; (5) Low-Sodium, mostly used by elderly persons; (6) Asian, used by new Americans; (7) Band-Aid Pak, for persons without cooking facilities (includes a cup, fork, spoon, and napkin); (8) Family Bank-Aid Pak , for families living in motels or hotels with no cooking facilities; (9) Special Formula Infant, for babies who need soy or other diet formulas; (10) Thera-Pak liquid diets for people who are HIV positive, or who have serious stomach problems; (11) Teen Pak, nutritionally beneficial, non-perishable snack foods for teens.

The twelfth pak was introduced two years ago when the program saw an increase in need from the Latino community. Hence, the Latino pak which consists of food items particular to the Latino/Hispanic diet. The Emergency Feeding Program also coordinates the annual Mayors' Day of Concern for the Hungry and partners with 28 municipalities, the Governor's office and the King County Executive's Office and many other food banks and feeding programs for this special event. This annual event involves the community in raising hunger awareness and encourages food and essential non-food donations, and in-kind and financial contributions. Portions of donations received are distributed to participating food banks. The one-day event brings together efforts and energies of more than 1,300 volunteers and more than 140 grocery stores throughout the County.

In 2000, the Emergency Feeding Program provided more than 483,000 meals to more than 73,000 individuals. The Emergency Feeding Program has been selected as a recipient of the Seattle Human Services Coalition' Outstanding Program/Organization Award for 2001, presented by the Mayor of Seattle. The Coalition is a consortium of fourteen human service providers/programs. The Emergency Feeding Program's past recognition included Outstanding Program in 1998 by the National Council of Churches of the USA and 1999 Pacific Northwest'|s Region (5 states) Outstanding Program by Phillip Morris Company.

St. Louis: Operation Food Search has maintained a continuous response to the nutritional needs of families and individuals in our community. Operation Food Search distributes an average of $1 million worth of food each month. The agency helps feed 90,000 people each month, nearly half of which are children.

St. Paul: The Kitchen of Opportunities opened by the Second Harvest Heartland agency provides prepared and packaged meals for other non-profit agencies that reheat and serve meals. The result is more convenient locations to serve the hungry. In addition they offer 100 recipients each year training and state certification as food service handlers. The training program culminates in an internship and permanent employment.

Trenton: Mercer Street Friend, a food cooperative, facilitates other emergency food programs by making it possible for them to purchase food at a minimum prices.

Washington, D.C.: Bread for the City, in addition to its year-round emergency food efforts, provides holiday baskets (turkey and all trimmings and side dishes) to 6,000 families during November and December, 2000.

City Data on Hunger

City	Percent Increase in Demand for Emergenc y Food	Percent Increase for Families' Demand for Emergency Food	Percent Requesting Emergency Food Assistance as Members of Families with Children	Level of Resources	Food Assistance Facilities Provide		Are People Being Turned Away	Percen t of Need Unmet
					Adequate Quantity of Food	Nutritionally Balanced Food		
Boston	18	18.00	66	decreased	no	yes	yes	5
Burlington	5	5.00	30	increased	yes	yes	no	10
Charleston	N/A	N/A	N/A	same	yes	yes	no	N/A
Charlotte	42	6.00	N/A	decreased	no	no	no	N/A
Chicago	N/A	N/A	N/A	increased	yes	yes	no	N/A
Cleveland	15	15.00	75	increased	no	yes	no	10
Denver	25	33.00	50	same	yes	no	no	10
Detroit	20	30.00	56	decreased	yes	yes	no	33
Kansas City	7.4	2.90	40	decreased	no	no	no	0
Los Angeles	20	18.00	52	increased	yes	yes	yes	7
Louisville	17	20.00	70	decreased	yes	yes	no	20
Nashville	18	20.00	45	decreased	no	yes	yes	15
New Orleans	30	30.00	44	same	no	yes	yes	10
Norfolk	17	17.00	83	decreased	no	no	no	13
Philadelphia	25	30.00	30	increased	yes	yes	yes	5
Phoenix	44	7.00	38	increased	no	no	no	25
Portland	34	30.00	76	increased	no	no	no	N/A
Providence	25	20.00	75	decreased	yes	yes	no	N/A
Salt Lake City	35	55.00	49	increased	no	no	yes	10
San Antonio	25	11.00	75		no	yes	yes	19
San Diego	10	25.00	66	increased	no	no	no	N/A
Santa Monica	50	25.00	30	same	no	no	yes	30
Seattle	14	1.00	32	increased	no	no	no	N/A
St. Louis	13	na	N/A	decreased	no	no	yes	5
St. Paul	11	9.00	78	decreased	no	no	no	N/A
Trenton	12	16.00	N/A	decreased	no	yes	no	N/A
Wash., D.C	35	15.00	25	same	no	no	no	15

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Homelessness

The Problem

Emergency Shelter Requests

Eighty-one percent of the survey cities report an increase in requests for emergency shelters during the last year. Three cities -- Burlington, Norfolk, and Portland -- report that the number of requests for emergency shelter remained the same during the last year. Philadelphia and St. Louis report the number of requests for shelter declined during the last year.

Across the survey cities, the average increase was 13 percent. The percentage of increase requests range from 26 percent in Trenton, 25 percent in Kansas City, 22 percent in Chicago, 20 percent in Denver and New Orleans, 13 percent in Nashville, 10 percent in San Diego, 7 percent in Charleston, and one percent in Detroit.

Among the comments from the city officials on the number of people requesting emergency shelter:

Boston: Our census was conducted December 11, 2000 and there were 5906 homeless men, women and children. This year's census will be conducted on December 10th. We expect the increase to be much higher this year. The overall number of homeless single adults decreased by 1 percent but the total number of homeless single adult women increased by 14 percent.

Burlington: The number of homeless individuals decreased (in part due to the temporary closing of one shelter for renovations), while the number of homeless families increased.

Charleston: Requests for emergency shelter always climb slightly in the winter months. Individuals who ordinarily would shy away from using shelters because of alcohol or drug use can be convinced to come inside during particularly cold spells in Charleston. This fall our weather has been consistently warm and our numbers have climbed earlier in the year in spite of the mild temperatures. Many individuals are ill and not able to care for themselves or they feel unsafe.

Chicago: Data from the city's 3-1-1 center indicate that over the past year, requests for shelter have increased by 22 percent. Additionally, CDHS Annual Homeless report indicates that the number of clients participating in homeless and homeless prevention services increased by 19.3 percent from 2000 (15,682) to 2001 (19,421). As a result, the city has had to expand its overflow capacity to accommodate the demand for emergency shelter requests.

Denver: The economy has significantly worsened, causing day labor companies to close and others to slow down. People have lost their jobs and as a result their housing.

Kansas City: Information was gathered from two sources the City Union Mission's Hotline for the Homeless and the Homeless Services Coalition Continuum of Care Gaps Analysis Point in time survey. Hotline for the Homeless 1999-2000 people requesting shelter thru the hotline: 13,923. 2000-2001 people requesting shelter thru the hotline: 17,419 (Homeless Services Coalition- Point in Time Survey resulted in a 43 percent increase as noted by the following figures: 2000) individuals and families in Emergency Shelter: 450 2001- individuals and families in Emergency Shelter: 645

Louisville: The need for affordable housing and a livable wage keeps people on the verge of homelessness. The demand for emergency shelter continues to grow. The shelter providers turn away one family for every one family that is able to stay at the agency. Single men continue to be the largest population and the most difficult to serve.

Nashville: We have seen an increase in single-parent families coming off the welfare roles. (Safe Haven Family Shelter) Our Winter Shelter Program, Room in the Inn, was turning away people the second day it opened; usually this does not happen until the second or third week. We are currently turning away 30-40 people each night. Within the first 3 days of the opening we sheltered over 300 people. (Campus for Human Development) We averaged 14 new admissions per month last year, and are seeing 17 per month this year. (Madison Domestic Violence Shelter)

New Orleans: All agencies report an increase in emergency shelter requests over the past year.

Norfolk: Data is based upon the Division of Social Service's information - July 1, 2000 - June 30, 2001.

Philadelphia: Our response is based on the following: 11/10/00 - 2,215 in shelter 11/10/01 - 2106 in shelter

Phoenix: The Community Network for Accessing Shelter (CONTACS) shelter hotline reported an average of 2,429 calls each month from households needing emergency shelter in FY 1999-2000. In FY 2000-2001, CONTACS reported an average of 2,673 a month from households needing emergency shelter.

Portland: There is no city-wide count of people who request emergency shelter. However, twice a year there is a count of homeless people who are sheltered on a specific night in November and March. Agencies also report the number turned away that one night. However, not all agencies obtain that information, some maintain a waiting list, and there is no way to track duplicated requests. On March 15, 2000, agencies reported 550 persons who requested shelter were turned away.

Providence: Our response is based on the following: Nov 1999 - Oct 2000 - served 199 Nov 2000 - Oct 2001 - served 235.

San Antonio: Low paying jobs and the lack of affordable housing continue to be the lead causes for increased demand for emergency shelter. Homelessness and poverty continue to be inextricably linked.

San Diego: The largest increase over the past year has been in the family, senior and physically disabled populations.

Santa Monica: While the shelters do not keep statistics on turn away rates, the waiting lists to get into emergency and transitional shelters has increased from several days to several weeks.

Seattle: The October 19, 2001 One Night Count of the Homeless found more unsheltered people in our city than in previous years (784 in 1998, 983 in 1999, 1085 in 2000 and 1454 in 2001). One hundred and one homeless people continued to reside in 'Tent City (an alternative homeless encampment run by one of the area's non-profit shelter providers. The preliminary figures complied for shelters during the One Night Count have not been tabulated yet but are expected to match the increases identified in the unsheltered count. The increase in the homeless count is do in part, to new areas of the city being counted for the first time and a sharp downturn in the local economy.

St. Louis: The City of St. Louis tracks the issue of homelessness via the Continuum of Care (COC) Homeless Hotline. Some agencies serving the homeless population do not participate in the COC process; therefore the data collected is not all inclusive of the homeless situation in the City of St. Louis. The number of calls to the Hotline requesting emergency shelter (0-3 months), has decreased by 5 percent, while the number of people living in non-emergency shelter (4 months - 2 years) has increased by 5 percent. The number of single individuals requesting shelter is increasing, but the number of families requesting shelter is deceasing.

St. Paul: This is based on the information collected at the shelters over the course of a year.

Trenton: People are continuing to lose the housing because they can no longer pay the rent. Income is not keeping up with rents.

Washington, D.C.: There was no change in demand for emergency shelter by adult men and women , but there was a large spike in demand by families coming to central intake. When looked at as a whole, the rise in family demand yields an overall increase.

Emergency Shelter Requests by Families

Requests for emergency shelter by homeless families with children increased in 73 percent of the survey cities during the last year. Los Angeles, Norfolk, Phoenix and Portland said that the number of requests by homeless families remained the same during the year. Louisville, Philadelphia, and St. Louis said that the number of requests declined during the year.

Across the survey cities, the average increase in requests for emergency shelter by homeless families with children was 22 percent. The percentage of increased requests ranged from 45 percent in San Antonio, 26 percent in Trenton, 22 percent in Kansas City, 15 percent in Cleveland, 12 percent in Charleston, and 5 percent in Salt Lake City.

Among the comments from the city officials on requests for shelter by homeless families with children:

Boston: There were 2,035 men, women and children in family shelter when the census was conducted. There will be a much higher increase in the number of families when we conduct this year's census. Last year there were less than 100 families placed in hotels and motels by the State of Massachusetts. This year there are over 340.

Charleston: The number of intact families have increased this year for the first time, however, single parent families continue to be the predominate users of the Family Center.

Chicago: According to CDHS's case management program and anecdotal evidence, the increase in families with children requesting emergency shelter is due to a lack of affordable rental housing causing families to double up (overcrowding) which results in an increase in family disputes. Our source of data is a shelter provider that is used as a portal for homeless families into the regular shelter system. The data compares requests for emergency shelter by families with children between one month in 2000 and 2001.

Denver: When the economy was good, rents were too high for low-income families to afford. Now that the economy has worsened rents are coming down, but many people have lost their jobs and have no income with which to pay rent at all.

Kansas City: Information was gathered from two sources: the City Union Mission's Hotline for the Homeless and the Homeless Services Coalition Continuum of Care Point In Time Survey. The Hotline for the Homeless statistics are: 1999-2000 family units requesting shelter thru the hotline: 3,205; 2000-2001 family units shelter thru the hotline: 3,899 for 22 percent increase. The Homeless Services Coalition reported the results of their Point in Time Survey. For the year 2000, families in Emergency Shelter were housed in 59 units (165 people); for th year 2001, families in Emergency Shelter were housed in70 units (196 people), which is a 18 percent increase. This percentage closely follows that of the Hotline.

Louisville: The number decreased because there has been no increase in funding for emergency units for families. There has been an increase in transitional and permanent housing thereby giving people other options.

New Orleans: All shelters report an increase in requests for families with children requesting shelter.

Norfolk: Our data is based upon the Division of Social Service's information (July 1, 2000 - June 30, 2001).

Philadelphia: Our number decreased because we are diverting more people with resources using a more strict determination of eligibility and are moving clients faster into subsidized housing.

Phoenix: According to CONTACS, the average number of monthly requests for emergency shelter for families was 856 in FY 1999-2000. In FY 2000-01, the average monthly requests were 838.

Portland: We lack data on unduplicated families who request shelter. On March 15, 2000, agencies reported that families with 327 members who requested shelter where turned away.

San Antonio: The increase is a direct reflection of the low wages and the continued rise of housing costs in San Antonio. While rent costs are adjusted to reflect current market values, wages remain at the same level, thus creating an insurmountable problem for many of the working poor.

San Diego: The city began operations of a 150-bed year-round family shelter, yet the waiting period for getting into the shelter program is three to four weeks.

Santa Monica: Santa Monica has only one 22-unit program for homeless families with children. The waiting list to get into that program has increased by several weeks.

Seattle: Local shelter and housing providers who contract with the city are reporting a significant increase in the number of families requesting assistance. It is difficult to determine the numbers of turn-a-ways, as there is no centralized system for tracking and establishing an unduplicated count. The city expects to address these and other homelessness database issues with the implementation of its "Safe Harbors (data system next year.

St. Louis: In 2000, 2,279 families requested emergency shelter. In 2001, 1,920 families requested emergency shelter.

St. Paul: A vacancy rate of 1.5 percent has provided landlords with a surplus of applicants. This has forced rents up and encouraged landlords to evict tenants who are slow with rent.

Trenton: The high cost of rent, evictions, and domestic violence has led to an increase in requests for emergency shelter by homeless families with children.

Washington, D.C.: It appears that the number of eligible families seeking shelter went from 980 to 1,792 over the past year -- thus the 82% increase. As of October 2001 there

were 460 families on the waiting list for shelter, but none of these were
actually on the streets, but were doubled up with others. Normally about 2/3 of the wait list does not come into shelter when it does come available.

Length of Time People are Homeless

People remained homeless for an average of 6 months in the survey cities. The average length of time people remain homeless is 10 months in Boston, 9 months in Charleston, Philadelphia and San Diego, 6 months in Denver, Louisville, Nashville, and Norfolk, 3 months in Detroit, Providence, and St. Louis, and one month in Los Angeles and St. Paul.

Fifty-four percent of the cities report that the length of time people are homeless increased. Forty-two percent said that the length of time people are homeless remained the same during the last year. The length of time people are homeless declined in New Orleans.

Among the explanations of the city officials in the duration of homelessness:

Boston: It takes homeless families up to 9 months before they can secure an affordable housing unit. Many single adults are homeless for years before they move into permanent housing. Homeless adults in recovery from substance addiction often have criminal histories which interfere with their ability to find a landlord who will rent to them.

Burlington: The average length of shelter stay increased dramatically over the last few years. It has almost tripled for families, and has increased by 40 percent for individuals. In the last year, length of shelter stay remained at 2-3 months for families and rose to 1-2 months for individuals.

Charleston: There are individuals present at the shelter with increasingly complex health issues. It takes longer to stabilize them and it is harder to get them into appropriate treatment facilities.

Cleveland: Increasing numbers of single men and women are becoming "permanent" residents of the shelter system. It is taking longer for families with children to find appropriate permanent or transitional housing. This is reducing turnover at full service emergency shelters and leading to increased use of the overflow shelter.

Denver: There is not enough emergency, transitional and low-income housing available for all of the people in need.

Kansas City: City Union Mission's Hotline for the Homeless now documents a new category called "time-up in shelter". The statistic tracks those persons who must leave a shelter because they have not found housing within 30 days. In those instances, they usually are admitted at another shelter. This statistic will better assist the community in determining length of time homeless for those who stay in the shelter system. No mechanism presently exists to track how long people remain homeless who are not involved in the shelter system.

Los Angeles: According to most agencies, the length of time people are homeless has increased because of several reasons including the difficulty of finding a low-cost affordable home.

Louisville: Landlords willing to accept Section 8 certificates are difficult to find and the length of time to get into the Housing Authority of Louisville developments fluctuates from a few weeks to several months. Many times clients face barriers to getting into the Housing Authority facilities due to past history of previous evictions, poor credit or criminal records. Other clients are fearful of returning to public housing, especially those people in recovery, since the developments are where many bought or sold drugs. They would like a new start.

Seven Counties Services (regional mental health agency), The Healing Place, the Housing Authority of Louisville and other interested community stakeholders have developed a group of sober living units in Beecher Terrace, a public housing development. However, these units are full. In the 1999 HUD Continuum of Care more funding has been requested to expand the sober living units.

Nashville: Affordable housing is a great problem in Nashville. (Safe Haven Family Shelter). There are several types of homeless individuals, those who are homeless because of an acute situation-family violence, sudden job loss, those who have had some chronic income circumstances and are attempting to re-establish selves, and those who through addiction, mental illness are "chronically" homeless.

For each, the period of homeless is determined on several independent factors to include: (1) access to resources (housing and financial), (2) personal resources and skills (job skills), (3) external supports both personal and professional, and (4) personal skills and capacities as limited by addiction, mental illness, and criminal history. (Nashville CARES) Wait times for housing applications are lengthy. People tend to get "bounced around" from agency to agency with little or no resolution to their issues. (MDHA Street Outreach) The chronic homeless and mentally ill homeless increase the average because they are difficult to get in and keep in. (Family Life Center- Nashville Union Mission).

New Orleans: According to our Point in Time Survey, 53 percent of the population were homeless for one day up to 6 months as compared to 50 percent the previous year.

Philadelphia: More specifically, the number is 3 to 6 months for singles and 6 to 12 months for families.

Providence: The lack of affordable housing has made it extremely difficult for families to find apartments. average stay has increased from 30 to 45 days.

San Antonio: The length of time people are homeless has stayed the same because the major factors that contribute to homelessness have remained constant.

San Diego: Waiting lists at all the shelters are longer and there are over 20,000 individuals and families on the Section 8 waiting list.

Santa Monica: According to our most recent census, 80 percent of our homeless population is chronically homeless.

Seattle: Limited access to permanent/stable housing solutions has significantly impacted the length of time families and single women remain in shelters/transitional housing programs. Housing stock, particularly for the low-income is limited in and outside the city. Several programs have increased emergency stays for families to allow more time for housing search and case management to achieve some stabilization.

Access to housing, both subsidized and unsubsidized has decreased dramatically due to increases in the costs of deposits, damage deposits, first and last months rents, credit check charges etc. Although there has been an increase in Section 8 Certificates, programs are finding it necessary to extend stays to assist families, particularly large families, in housing search. In addition the number of larger and immigrant refugee families with 4 or more children has increased significantly; stable housing search for these families are negatively impacted by language and economic barriers.

St. Louis: In 2000, 55 percent of the people lived in shelter for 0-3 months and 45 percent lived in shelters longer. In 2001, 50 percent of the people lived in shelters 0-3 months and 50 percent lived in shelters longer.

St. Paul: Studies on the length of stay have remained constant for the past 3 years for families. Singles without children are now staying longer in shelter.

Trenton: The increase is due to the lack of affordable, decent housing.

Washington, D.C.: Adults are still staying an average of 45 days, while families are staying a slightly shorter time (186 days on average) than they were in 2000. The "average" figure is based on stays in emergency shelters by adults and families combined. It does not include stays in transitional shelters/housing or permanent supportive housing, as including those stays would skew the average upwards in a way that cannot be interpreted.

Case Studies of Homeless Families and Individuals

The city officials were asked to describe the conditions faced by an actual homeless family or individual in their city. Following are **brief case studies of homeless families and individuals**:

Boston: Susan is a single mother with two children, ages 10 and 7. She is a victim of domestic violence who left her batterer and moved in with her parents a year ago. Her parents live in subsidized housing and the landlord told them he would evict them if Susan and her children did not move out. Susan went to the State Department of Transitional Assistance to apply for shelter. She and her children were sent to a hotel in Dartmouth 60 miles away from Boston. The hotel is not near public transportation and there are no kitchen facilities. Her children have not been able to get to school for 3 weeks.

Burlington: Matt's story began when his hours at a local business were reduced from full-time to 28 hours a week. As a result, he lost health benefits for his family--benefits he needed to help cover expensive prescriptions for his wife. He quickly found a second job to help offset his lost wages, but the money he paid every month for prescriptions soon ate away at what little savings the family had. In a matter of two months, Matt and his family fell behind on their rent and utilities, and were evicted from their apartment. For several weeks, Matt and his family slept in their car or camped at local parks. The situation, however, was putting a tremendous strain on their young son Andrew, who was getting sick often and doing poorly in the classroom. Matt knew they needed help.

Matt got on the phone and started calling every place he could think of that might be able to help him. A local housing agency referred him to COTS. When he called COTS, the staff listened to his story and told him that there was a room available in the "little shelter." Feeling relieved, he, his wife and his son moved into the small room the next day. Matt wasted no time looking for an apartment. He worked closely with Janet Silverstein at the COTS Rental Opportunity Center. Within two weeks, he found a small home for rent just a few miles from his son's school. They moved in the following week, and soon after that was able to get a new full-time job with benefits. They are doing well now, and very pleased to be back into a home of their own.

Charleston: Ms. Smith has been living as a "wanderer" for many years. She was born in Atlanta, GA in 1969 and moved to Charleston in 1996. She has no high school diploma. She is a substance abuser. At age 11 she began experimenting with LSD and moved to alcohol by age 12. By the time she turned 18 she was using heroin and "crack" on a regular basis. She came to the shelter after having witnessed her best friend's suicide. She began working with a counselor and was referred to a program operated by the Charleston Center called Step Ahead.

Ms. Smith is still working through the lingering trauma of a rape and continues to deal with an eating disorder but she is sober and still in the program. This is the longest she has been sober and is committed to successfully completing the program and moving into an apartment of her own. Smith commented, "If I could change one thing about my life, it would be to have never started using drugs." When asked why she feels successful Smith, states, "I'm doing this for me this time. The staff at Crisis Ministries and at Step Ahead are convinced I can do it too. They encourage me and have helped me deal with issues around anger. Crisis Ministries was a life saver to me - literally."

Chicago: Ms. A was addicted to drugs, five months pregnant and her niece was taking care of her other children. After her son was injured in a domestic dispute, Ms. A decided that she needed to change her life and checked into a drug rehabilitation program. After successful completion of the program, Ms. A started the process of being reunited with her children. But, she was homeless, living in a transitional shelter that could not accommodate her family. Ms. A was referred to the Chicago Department of Human Services where she met with a case worker. After completing an intake assessment, her case worker discovered that she qualified for the Shelter Plus Care program, a rental assistance program that covers housing and services for homeless individuals with disabilities and their families. As a result of the program, Ms. A was able to secure housing that accommodated her family, she recently completed a Certified Nursing Assistant program and is now employed at a nursing home.

Denver: "Jane" is a pregnant 18-year-old single mom with a four-year-old son. She moved in with her sister when her mother kicked her out of the house. Her drug-dependent sister kicked her out of her house after one month. Jane was able to get into a shelter and is currently working, studying for her GED and is desperately looking for housing she can afford.

Detroit: In July, shortly after our program started, I mentioned to Veronica Massey a candidate for the city council that I was working with homeless men. She asked how she could help. I introduced her to a client I met at the Open Door Shelter and it was a perfect match. He coordinated what area to pass out her campaign literature by using the Absentee Voters list and single handedly worked by himself most of the time since early July until November 6, 2001 passing our her literature. Since the election he came in and told me thanks. He is ready to find a job. The 20 hours a week he worked was the catalyst he needed to turn his life around he told us he got use to having a few dollars in his pocket. "Sometimes when a person is down on his luck he has to slowly get back into the swing of things. CIC did it for me."

Another person came to the CIC Center on October 8, 2001 and overcame his challenges of homelessness. He utilized our program to upgrade his computer and basic literacy skill, which helped him gain access to a technical training program. He now has a roof over his head and is moving toward his dream. He attends the Focus Hope Facility in the Network Administrator Program. After entering our program, he called and gave thanks for the assistance that was given to him, explaining how the help made a difference. He was grateful for all the services CIC had provided.

Kansas City: These are from the City Union Mission newsletter and represent actual statements of homeless persons. In their own words: "I fell behind on my car payment, rent and daycare expenses. I didn't qualify for childcare assistance. And my family couldn't help me. My four kids and I ended up homeless. We were not approved for Section 8 housing and then I lost the best paying job I'd ever had. The Shelter is helping me make a new life with my kids. I plan to obtain employment and move into a place of our own." (R.N., age 33).

Another person said "I retired from the City Water Department in 1990. Since retiring, my marriage broke up and I had a death in the family. I was very lonely. I could no longer pay my house payment, so I moved into an apartment. I don't really understand why, but I gave my apartment up too. I am staying in a Shelter until I am ready to move out into my own apartment again." (N.M. age 68).

Los Angeles: LAHSA's Emergency Response Team (ERT) met Samuel on May 13, 1999. He was living amidst a pile of garbage next to a sewer drain adjacent to the 101 Freeway near Vermont. Samuel was 83 years old at that time and reported that he had been living in that spot for at least the last 13 years. We're certain that he has been living outdoors for most of the last 40 years. Samuel prefers to be alone, is in poor health, never saw the sense in bathing as "you just get dirty the next day" and has had his share of scares — folks coming around to "help", gangs beating him up and lighting him on fire, accidentally lighting himself on fire, losing his dog, having all of his possessions bulldozed away, and more that most of us will never experience. On February 19, 2001, after nearly two years and more than fifty visits, the ERT was able to convince Sam to connect with the LAMP Day Center where he has had a shower and agreed to have some aches and pains examined at the hospital. What he does next is anyone's guess but now he's on the path.

Louisville: Like so many other people who abuse alcohol or drugs, Michelle managed to look like she really had it together. She had a family who cared about her, she was a high school graduate and she was working for one of Louisville's most established banks. But alcohol and crack cocaine were her constant companions. "One day I just quit going to work," Michelle says. "I guess I was just caught up in the grips of my addiction and didn't care about anything but getting high." Still, for awhile, she maintained her positive image. She got married (her husband was a user too) and they had two children.

But soon, alcohol and drugs took a toll on the marriage, and Michelle's husband took the kids and left. That's when Michelle underwent a 30-day detox at Jefferson Alcohol and Drug Abuse Center (JADAC). She lost track of how many times she had to go back before she got clean. At some point, she lived in a halfway house operated by the St. Vincent dePaul Society and then transitional apartments, but there were several relapses and she bounced from place to place. Finally she landed at Wayside Christian Mission, where a 12-step program hit her like a ton of bricks. "I just felt something different" Michelle said when asked why Wayside's program worked for her when other programs did not. "I think maybe it's my God, I don't know. Plus, it's run by some pretty good people." Michelle liked Wayside so much she went to work there as its executive secretary, and she remains there today.

Both she and her husband are clean and sober now (she, four years; he, five years), and they're back together with their children. They're renting a house that, with both of them working, they hope to own one day. "So many of my friends are either dead or out of their minds on the streets," she says, sounding amazed that the same fate has not befallen her. "I was feeling useless for a while," she says, but the commitment and persistence of the Coalition and its partners helped her turn around. "It's a good thing there was a bed for me when I needed it."

Nashville: David is a single adult with a history of chronic homelessness and serious mental illness. Local service agencies have assisted him with housing, but because he also has a substance abuse history, he is not able to maintain permanent housing for longer than two months. He currently resides in one of Park Center's shelters where he is at risk of eviction due to continued drinking.

New Orleans: Family disagreements with her parents and boyfriend forced 22-year old Angela onto the streets of New Orleans with her 2 small children. Pregnant and alone, Angela did not know where to turn . The staff of the outreach team called Project REACH found her and immediately assigned her to a case manager. A case managers who specializes in medical cases and families through a program called IMATT (Integrated Mobile Assessment and Assistance Treatment Team) helped Angela develop a case plan which first included finding shelter for her and her children. While Angela was in a shelter, the case manager helped her find more permanent housing and employment. Angela enrolled in a transitional housing program which provided rent assistance for 2 months. During this period, Angela enrolled in a GED program during the evening. She obtained her GED and then enrolled in a medical assistant job training program. She successfully completed that program and obtained a job as a medical assistant with benefits. She now lives in permanent housing with her three children and is stable both financially and professionally. Angela believes in giving back to her community and is now a volunteer with a program called Forgotten Angels, which coordinates a Christmas donation drive for homeless children in New Orleans.

Norfolk: A woman came to the day shelter directly from jail. Her simple request was for a change of clothes, warm jacket or sweater, work boots and bus tokens. She had been a frequent visitor to the shelter, but for the last 8 months had not been seen by the shelter staff. While she was eating her sandwiches and waiting her turn for a shower, the shelter staff secured clothing, work boots and bus tokens for her. She called her old boss who said she could have her old job back if she had an ID and a pair of boots (she worked on a construction site). Unfortunately, the shelter could not provide her with a sleeping space. The woman would have to do the best she could until she could afford to rent a room. for the next few months or so, if there was no work, she would come to the shelter for sandwiches and a shower. It took her four months to place enough money on a room to rent. After she got her room, the shelter stated they didn't see her but heard from others that she was working and moving forward.

Philadelphia: Ms. M is a 32 year old single black female who is in shelter without her 5 children. They are in non-Department of Human Services kinship care, as they await reunification once adequate housing arrangements are made. Ms. M has been known to this agency since 1994. She left shelter in 1995 when she secured housing through the Philadelphia Housing Authority. Ms. M returned to shelter in 2001. She had remained in her PHA housing for less than one year. She lived with friends over the years. She applied for shelter after she was evicted from a friend's overcrowded apartment by the landlord. As a child, Ms. M was a victim of sexual assaults by a cousin and of physical abuse by her mother. She has been diagnosed with depression, and bi-polar disorder, and is in therapy. She, also, has been prescribed Prozac, Depakote, and Seroquel. She has a long history of substance abuse. Her drugs of choice were cocaine and alcohol. She has been drug-free since here return to shelter. Ms. M. completed the 10th grade and has a brief work history. Presently, she is unemployed and receives Public Assistance. She is compliant with a social service plan which includes participation in employment training, referral for subsidized housing and reunification with children.

Phoenix: A two parent family lost housing because of illness of their 18 month old child. The mother lost her job in order to care for the critically ill child who was hospitalized for several weeks. Although the father continued to work, the loss of the second income eventually led to the family not being able to pay rent and utilities. There was no other family member to help them. The hospital would not release the child until the family had housing. The parents lived in their car until they could access emergency shelter, at which time the child was released from the hospital. It is reported the child is again ill and the family will be homeless without some intervention.

Portland: Otis B., aged 62, was born in Oklahoma and spent much of his adult life as a migrant farm worker. He has lived in Portland since 1991. Otis found himself homeless in Portland due to a terminated job and then a disabling injury. Otis lived out doors as well as in the homeless shelter system. He qualified for a Section 8 studio apartment, but needed the housing deposit money and help with the application process. Northwest Pilot Project helped him with the deposit money, and furnishings for his studio apartment, which he moved into this past summer. He now receives $586 per month in Social Security and, because his rent is subsidized, pays 30 percent of his income for rent. He is a volunteer now with Northwest Pilot Project, the agency that helped him.

Providence: Maria is a single mom on public assistance with 2 children. She became homeless after the landlord sold her home and the new landlord raised the rent by $225 a month. Maria is in a welfare to work program at ProCAP. Upon completion of the program she hopes to supplement her income with part-time employment. Maria and her two children needed to stay in the shelter system for 8 ½ weeks. She was able to find an apartment for $450 but her income is only $554 per month. Should an emergency arise, she will fall behind on her rent and end up back in the shelter system.

Salt Lake City: A family of two parents and four children moved from house to house, transferring from school to school over a seven year period before coming to terms with the fact they had a serious drug addiction. They saw what the addiction was doing to their family and decided it was time to make a change and they entered the emergency shelter. While in the shelter, both parents attended day treatment while their children were enrolled in the local school. After working with their case manager in the shelter, the family was ready for the next step and moved into transitional housing where they continued to receive supportive services.

San Antonio: A mother with three children, and a father, who was too embarrassed to explain their situation, arrived at one of the city's emergency shelters because the family's relative that they had been living with asked them to leave. The father, a casualty of military base closure, has been unable to translate his eleven years of experience at the base into marketable job skills. Both parents have minimal education. The mother has always been a domestic care-giver. Since the lay-offs they have lost one of their vehicles, their home was foreclosed, and have had to sell all but the clothes on their backs to survive. This brief case study is becoming all too common in San Antonio.

San Diego: A single father with two children lost his job, began using crack cocaine and lost his children to Child Protective Services. He entered a substance abuse treatment program and has begun the reunification process with his children.

Santa Monica: S. is a disabled woman in her 50's. She has used the city's shelter system and had secured a Section 8 voucher. But, because many landlords have opted out of the program, she was unable to use her voucher. She continues to live on the street, plagued by physical and mental disabilities.

Seattle: Pam knows where she would be without the help she received from the Salvation Army's Homeless Family Assistance Program. "I would be on the highway selling my body for drugs, (she says, as she recalls her days of wandering from motel to motel, in and out of jails and abandoning her children to strangers. Several years ago, after a life-threatening beating on the streets, Pam checked herself into a drug rehabilitation program. When she completed her drug treatment program, a drug counselor referred her to the Family Assistance Program. The program is operated by the Salvation Army and is in part funded by the City of Seattle as a part of its Continuum of Care. The program is designed to help families stabilize their lives and obtain permanent housing. Eligible families are assisted with move-in costs to secure permanent housing, a monthly rent subsidy to help them maintain that housing and case management support, focused on the particular issues that caused the family to become homeless. "I was very skeptical at first, and really didn't believe I would stick with it, but every time I wanted to give up my case worker encouraged me to continue. (Three years have past since she entered the program. During that time she has remained drug free, found a job and obtained custody of two of her children. "For the first time, I can say that I am content with my life (said Pam.

St. Louis: This case is regarding "generational" homelessness and mental illness. Jane Doe is a mentally ill 45-year-old woman who has adult homeless children and grandchildren. The family has multiple areas of concerns ranging from placing a large family into temporary housing to truancy and dually-diagnosed mental conditions. The family remains stable with ample supervision.

St. Paul: Bill was awarded the kids (ages 11 and 8) in a divorce settlement. His eight year-old starts school at 8:30 but his job starts at 7:30. Frequent lateness cost him the job and apartment. He is now homeless and starting over.

Trenton: Single adult male age 40,with 12 years of education, has been homeless on previous occasions and it can be anticipated that extended periods of homelessness and unemployment will continue. This person is presently without any income.

Washington, D.C.: CJ, a single parent of one child, entered emergency family shelter with little direction and some serious challenges in her life, about which she was in deep denial. The shelter staff helped her face up to the challenges and enroll in a Commercial Drivers License training program through its welfare-to-work program funded by the Department of Labor. CJ got her CDL license and was hired as a Metro bus driver. After six weeks of arduous training, she got tough duty on a split shift earning $11.13 per hour. Despite the rough hours, she eagerly accepted the hardships and reported back to her shelter that she is ecstatic about the positive changes in her life -- getting out of the shelter into her own home, and setting a new goal for herself to work her way up to a Metro supervisor position someday.

The Population

Across the survey cities it is estimated that single men comprise 40 percent of the homeless population, families with children 40 percent, single women 14 percent and unaccompanied youth 4 percent. Sixty-seven percent of the homeless families in the survey cities are headed by a single parent.

Survey city officials estimated that 50 percent of the population is African-American, 35 percent is white, 12 percent is Hispanic, two percent is Native American and one percent is Asian.

It is estimated that persons considered mentally ill account for 22 percent of the homeless population in the survey cities; substance abusers account for 34 percent. Twenty percent of the homeless in the survey cities are employed in full-or part-time jobs. Eleven percent are veterans.

Services for Homeless People

Emergency Shelter Beds for Homeless People

Across the survey cities, the overall number of emergency shelter beds for homeless people is estimated to have increased by 9 percent. The number of emergency beds increased in 40 percent of the survey cities.

Among the comments from the city officials on the number of emergency shelter beds for homeless people:

Burlington: The number of permanent shelter facility beds remained the same. However, when a local college ceased doing business a year ago, it opened its dorms on an interim to homeless families - providing a temporary increase of 20 units (60 beds) to the city's supply of shelter beds. Those units have now become unavailable. There is a continued need for additional shelter space for families.

Charleston: The Salvation Army maintains a small shelter in North Charleston and there is a small shelter in Summerville.

Chicago: Emergency shelter beds increased to accommodate the additional requests for emergency shelter.

Denver: There are 132 additional beds available in the winter. There are only 906 beds available in the summer.

Kansas City: According to City Union Mission (CUM), the Hotline for the Homeless, in 1999 the shelter beds were 584 and decreased to 564 in 2000.

Los Angeles: LAHSA updates its Inventory of Homeless Beds and Services yearly. LAHSA found several duplicates and deleted them this year which may account for the decrease.

Louisville: There is no funding for emergency beds and the community knows emergency shelter is a band-aid approach. The greater success is in transitional housing and permanent supported housing programs.

Nashville: More beds have been added at the Union Rescue Mission, which completed its new facility. A small number of additional beds are available at Room in the Inn. The Madison Domestic Violence Shelter added 4 spaces.

New Orleans: This increase is due to increased capacity by several agencies.

Philadelphia: Shelter beds decreased from approximately 2300 at the time of last year's report to approximately 2000 this year.

Phoenix: Our response is based on the Maricopa Association of Governments analysis of gaps in the Maricopa County Continuum of Care in FY 2000-01.

Santa Monica: While one shelter increased its capacity by 10 beds, 2 other residential programs closed. The result was a net loss of 18 beds.

St. Louis: There are 274 beds in the city. The beds used for individuals are also used for families when necessary.

St. Paul: One hundred twenty-five of the beds are really mats on a floor in a large room.

Washington, D.C.: Taken from our Gaps Analysis chart, this figure includes only emergency and transitional beds, not permanent supportive housing beds funded as part of the homeless Continuum of Care. Emergency beds have increased primarily for families as the District kept open year-round a 50-unit family shelter formerly used only in the winter, and as the Community Partnership increased the numbers of families served in its Community Care Grant program, a "housing first" model that places families in crisis directly into housing with emergency and transitional services delivered by community-based agencies. There are an additional 2,900 beds in permanent supportive housing for adults and families.

Emergency Shelter Beds for Homeless Families

Shelter beds for homeless families increased in 27 percent of the survey cities. They remained the same in 54 percent, and declined in 19 percent.
Among the comments from the city officials on the number of emergency shelter beds for homeless families:

Burlington: The number of beds for families decreased from 89 to 39 when the temporary dorm space ceased to be available.

Charleston: The Continuum of Care Partnership's gaps analysis this year preliminarily indicates an increase in the number of unaccompanied youth.

Denver: There are only 20 shelter rooms available for two-parent families or families headed by a single male parent. An additional 124 beds are available for single female parents and their children.

Kansas City: According to the City Union Mission, the number of beds for families were 233 in the (2000) prior year as compared to 213 (1999) for the current year. When City Union Mission observed the growing need for more shelter beds for families, it launched a $3.6 million dollar capital campaign in 1998. The successful campaign allowed them to increase their family shelter and family long term recovery program bed capacity from 80 to 150. The additional space opened in the fall of 2001.

Los Angeles: LAHSA updates its Inventory of Homeless Beds and Services yearly. LAHSA found several duplicates and deleted them this year which may account for the decrease.

Louisville: One of the family shelters converted a room to healing beds for sick and elderly single women.

Philadelphia: Shelter beds decreased from approximately 1,500 at the time of last year's report to approximately 1,250 this year.

Phoenix: Our response is based on the Maricopa Association of Governments analysis of gaps in the Maricopa County Continuum of Care in FY 2000-01.

Portland: One agency that serves battered women and women with children added 14 beds (from 21 to 35 for that agency).

Providence: Interim House is the only emergency shelter for families in Providence.

San Diego: The city began operating a year-round emergency shelter for families in March of 2001.

Santa Monica: We have only one transitional living program for homeless families, and it contains 22 apartment units.

Seattle: Reporting on the percentage increase in shelter beds is difficult as a number of non-city funded shelter facilities (mostly Faith-based) have been established this year.

St. Louis: There are 274 beds in the city. The beds used for individuals are also used for families when necessary.

St. Paul: Forty percent of the beds for families are for night time only.

Washington, D.C.: Again, this includes only emergency and transitional beds. There are another 1,423 beds for families in permanent supportive housing within the homeless Continuum of Care.

Transitional Housing Units

The number of transitional housing units increased overall by an average of 12 percent across the survey cities during last year. Fifty percent of the cities registered an increase in transitional housing units: Denver, Detroit, Kansas City, Louisville, Nashville, New Orleans, Norfolk, Philadelphia, Salt Lake City, San Diego, Seattle and Trenton.

Among the comments from the city officials on the number of transitional housing units:

Chicago: Transitional housing programs in Chicago have specialized to serve specific homeless populations for extended periods of time, with the intent of addressing household's long-term needs.

Kansas City: According to the Homeless Services Coalition, this number includes both families and singles: 361 transitional slots for singles and 112 transitional units for families.

Los Angeles: LAHSA updates its Inventory of Homeless Beds and Services yearly. LAHSA found several duplicates and deleted them this year which may account for the decrease.

Louisville: A provider added transitional living space for 18-21 year olds.

Nashville: Park Center expanded by five beds. The Campus opened a 24-bed Respite Program for medically fragile individuals.

New Orleans: The number of transitional housing beds increased mainly due to the opening of several faith-based treatment programs which house homeless persons over an extended period of time.

Phoenix: Our response is based on the Maricopa Association of Governments analysis of gaps in the Maricopa County Continuum of Care in FY 2000-01.

Santa Monica: Our response is based on the six transitional living programs in the city. It does not include one mission, which does not provide the city with any statistics.

Seattle: The Homelessness In King County Background Report (April 2000) identified additional 452 units in the region for a total of 1460. Recently, a number of these units have been converted to the "Transition in Place (model. Through this program, intensive supportive services are made available at the time of placement and decrease over time as issues are resolved and the individual or family is able to maintain housing stability.

St. Louis: We have 213 beds in the city. The beds used for individuals are also used for families when necessary.

Washington, D.C.: There are 430 transitional units for families and 1,190 transitional beds for adults and youth.

The number of transitional housing units specifically for homeless families increased overall by an average of 11 percent during the last year. Fifty-two percent of the survey cities registered an increase in the number of transitional housing units specifically for homeless families during last year: Charleston, Denver, Detroit, Kansas City, Louisville, Nashville, New Orleans, Norfolk, Philadelphia, Salt Lake City, Seattle, Trenton and Washington, D.C..

Among the comments from the city officials on the number of transitional housing units specifically for homeless families:

Charleston: This year a transitional housing program operated by the Charleston County Human Services Commission opened. This program provides placement for families who are in need of housing and support services in the area of education, employment and financial wellness. The program fosters stability and self empowerment in maintaining the family unity. The transitional Housing program in collaboration with the Lowcountry Continuum of Care Partnership has an 80 percent success rate based on monitoring client stability and self sufficiency achievement. The program uses "wrap around" services traditionally used in programs for abused and neglected children. These services are an intensive case management model with a high emphasis on education. Education is delivered on financial management by Family Services while the "wrap" services are delivered by Sleepy Hollow Youth, a for-profit company. The program has been operating since August and is very successful. Unfortunately, only ten families at a time are served. If this model continues to work so well the Charleston County Human Service Commission would like to expand.

Chicago: Transitional housing programs in Chicago have specialized to serve specific homeless populations for extended periods of time, with the intent of addressing a household's long-term needs.

Los Angeles: LAHSA updates its Inventory of Homeless Beds and Services yearly. LAHSA found several duplicates and deleted them this year which may account for the decrease.

Louisville: A provider moved their transitional housing location and added several new apartments.

Nashville: The Madison Domestic Violence Shelter added two units. Oasis Center increased beds for homeless young parents by two units, from one to three.

New Orleans: One hundred twenty-one units represents 411 beds.

Phoenix: Our response is based on the Maricopa Association of Governments analysis of gaps in the Maricopa County Continuum of Care in FY 2000-01.

St. Louis: We have 213 beds in the city. The beds used for individuals are also used for families when necessary.

Washington, D.C.: We have 28 additional transitional units for families from 2000 to 2001 (comparing Gaps Analysis tables across the two years).

Single Room Occupancy Units

Single room occupancy units increased by an average of 14 percent in the survey cities reporting increases in the number of SRO units: Louisville, New Orleans, Philadelphia, Salt Lake City, Santa Monica and Seattle.

Among the comments from the city officials on the number of SRO units:

Boston: The city funded the creation of 134 new SRO units but at the same time privately owned SRO's changed their use to apartments so there was no net gain.

Charleston: Charleston has no SROs. We do have residential care facilities for individuals who are able to secure funding.

Los Angeles: LAHSA updates its Inventory of Homeless Beds and Services yearly. LAHSA found several duplicates and deleted them this year which may account for the decrease.

Nashville: One hundred twenty units are HUD SRO; 40 new SRO units (not funded by HUD) opened in 2000 at the Nashville Rescue Mission. In addition, there are 630 other units of permanent housing specifically for homeless people in Nashville (a total of 790 units of permanent housing).

Phoenix: A 300 unit SRO is expected in downtown Phoenix within the year.

Portland: The City of Portland has chosen to fund the development of small studio units for homeless and very-low income individuals rather than SROs.

San Diego: The General Services Administration has closed two downtown SRO's with 300 beds that serve very low-income populations. The GSA has plans to close a third SRO hotel that houses 100 very low-income adults.

Seattle: The Seattle 2001-2204 Consolidated Plan identifies 1,284 that units specifically targets homeless people. Many of these units receive McKinney funds.

Washington, D.C.: We have not had any new SRO units recently. The units are too expensive to include in the diminishing pot of HUD McKinney funds, which go primarily to renewals these days. The

SROs we have were built up when the HUD SRO Mod Rehab funds -- which stretch out subsidies over 10 years -- were more available.

Family Break-Up-A Requisite for Shelter

In 52 percent of the cities, homeless families may have to break up in order to be accommodated in emergency shelters.

Among the city officials' explanations for families having to break up in order to be sheltered:

Boston: Not all family shelters take men and teenage boys. Some fathers need to stay at adult shelters if their family is placed at one of these facilities. Not all homeless families are eligible for state funded shelter and parents get other relatives or friends to take their children while they are staying in adult shelter and looking for housing.

Charleston: Homeless families may remain together when staying at Crisis Ministries' Family Center.

Chicago: While some shelter facilities, mainly facilities that offer single rooms, can house intact families, many cannot, especially for mothers with older male children (11 years of age and older). The Chicago Department of Human Services makes every effort to increase the number of shelters that are able to accommodate two-parent families by placing priority on funding those shelter programs.

Cleveland: There are only limited shelter units for intact families. Husband must split up from wife and children if one is not available. Male children over the age of 12 cannot stay with their mothers in many women's shelters.

Denver: Families that cannot be accommodated in emergency shelters receive short-term motel vouchers.

Kansas City: According to the City Union Mission, there are very few shelters who take unmarried couples. Many family shelters do not take older teen boys 13 -18 years of age.

Los Angeles: Homeless families have to break up in order to be accommodated in emergency shelters. Reasons (provided by agencies) for family break ups for shelter include domestic violence, shelters serving only one particular population, unmarried couples with no children, or children not falling within the age limits of the shelter.

Louisville: Family shelters do not accept families with males 14 years of age or over.

Nashville: There are only two shelters in Nashville that allow the family unit to stay together. Several shelters do not allow boys over a certain age, and/or men. There are a few nights when the Room in the Inn program utilizes congregations that may not take men and women together. The Salvation Army's emergency shelter is for men only. To avoid breaking up, some families live in motels or in cars.

New Orleans: The emergency shelters in our city have a limited number of beds and at times are unable to accommodate the larger homeless families or intact families. This results in the families having to split up with the men going to one shelter and the women and children going to another facility.

Norfolk: Most shelters keep the family together as a unit while others allow family members of the same sex to stay together.

Philadelphia: OESS makes every effort to avoid breaking up families in shelter. Children are always housed with at least one of their parents. In very rare cases, one parent may be separated from the rest of a two parent family on an overnight basis until an appropriate vacancy can be found the next day.

Phoenix: Older boys are sometimes not admitted into shelters, specifically for those who have experienced domestic violence.

Portland: Some domestic violence shelters do not take male children age 12 and over. There are no shelters for couples without children.

Providence: Interim House, the only emergency shelter for families, does break up families.

Salt Lake City: Families at The Road Home can stay together. Other shelters have restrictions on adult men and male children over 10 years of age.

San Antonio: The agencies that were surveyed provide services to a very diverse population, thus creating situations where families might have to break up. For example, The Salvation Army's Hope Center does not allow men in the sleeping quarters, which means that if there are no family rooms available in the family section the father will have to go to The Salvation Army's Dave Coy Center, an emergency shelter just for men, which is located across town.

San Diego: Some of the emergency shelters located in the city accept only women and children and men are asked to find other accommodations.

Santa Monica: We have one family program which is for transitional living, and it is always full.

Seattle: Sometimes teenagers in families go to youth shelters when family shelters are full because of lack of capacity or when the program does not accept teenage males in their program.

St. Louis: Many of the shelters have specified clients. Teenage boys may be required to have separate accommodations.

St. Paul: If a parental unit is not the biological or adoptive parent, they have to split up.

Washington, D.C.: Families with adults who have custodial rights to the children are served intact within family shelters. There are occasions when extended families or households have adults who are not the parents or guardians of the children, and these additional adult persons are asked to go into a singles shelter. Most family shelter units are 2-BR or less, and so it is difficult to keep intact a household that includes multiple adults members other than the custodial parents.

Limitations on the Use of Shelter Facilities/ Alternatives During the Day

Officials in 22 percent of the survey cities report that homeless families may have to leave shelters in which they are staying during the day. The rest of the survey cities homeless families do not have to leave shelters in which they are staying during the day. Among the city officials' comments on the necessity of leaving shelters and where homeless people go during the day:

Charleston: The Family Center at Crisis Ministries is open 24 hours a day.

Cleveland: Many shelters close for part of the day. Adults go to day shelters; seek jobs, apartments, or receive services.

Denver: People go to work, look for work, or go to day shelters. Others panhandle, hang out with friends by the river or go to libraries and other public buildings to get warm.

Kansas City: According to the City Union Mission, a majority of the shelters have staff with outside jobs or too small of a budget to offer day hospitality for homeless people. Metropolitan Lutheran Ministry offers a Drop In Center that offers day shelter that includes case management, washers, dryers, employment assistance, clothing, temporary mail boxes, and telephone. One shelter offers day shelter for moms with preschoolers, disabled women, and elderly single women. In the evening, they revert to a regular night shelter service.

Nashville: Of the 3 family shelters, only Safe Haven Family Shelter does not restrict its shelter during the daytime. The Nashville Family Shelter provides shelter for only 12 hours during the evenings stays open on weekend days, when volunteers can be found. Some family members from this shelter stay during weekdays at a nearby community center. Another (the city's largest f family shelter) asks families to vacate the upstairs lounge and the sleeping area. During the day, children go to school, while parents look for employment, go to work, attend GED/training classes, look for housing, apply for benefits, etc. Homeless families must seek day shelter wherever they can find it. There are a few day shelters in the city. However, they are frequented by many single men who may intimidate homeless families. Some return to the streets; others go to job interviews or seek other social services. Some simply leave town.

New Orleans: There are only two emergency shelters which allow families to stay during the day. The majority of family shelters require the families to leave during the day in search of employment, shelter vouchers, other assistance, etc.

Phoenix: Children must attend school or child care while parents work, look for work, attend school/training or apply for benefits.

Portland: Homeless families who stay in church-based shelters that are open only in the winter leave during the day (with one exception). They may access day services at a downtown Salvation Army facility that receives funding from Multnomah County.

Providence: Families do not have to leave Interim House because they stay in apartments.

San Antonio: While most shelters surveyed indicated that families do not have to leave during the day, a few indicated that they do in order to encourage completion of mutually established goals and objectives.

San Diego: Some shelters only provide overnight services.

Santa Monica: Life-skills and job assistance workshops, and computer labs are provided during the day.

Seattle: Many of the shelters are located in multi-purpose buildings or locations that are utilized for other purposes during the day. Many families are participating in TANF work searches, school, working or need to address issues associated with homelessness such as seeking permanent housing, treatment, locating childcare or schools for their children and locating meal programs and resources for their families. In addition, homeless people utilize day drop in centers, libraries, local parks and (hang out (on the streets when nothing else is available.

St. Louis: Most agencies require families to leave during the day to seek education and employment opportunities. There are also Day Programs for clients to attend for recreation and other services.

St. Paul: This is true for those using our church overflow shelters where people are transported to a central "day shelter."

Trenton: People leave to look for jobs, housing and employment.

Washington, D.C.: All family shelters are 24-hour apartments, with the exception of a congregation-based shelter that serves up to 10 families at a time, but this program has transportation and a day program for families to use so that they are not out on the streets during the day.

Funding

City Government Spending Public Funds to Support Local Emergency Food Assistance Efforts

During 2000 city government spent public funds (either locally generated revenues or federal or state grants) to support local emergency food assistance efforts.
Approximately $290,016,577 was used by the survey cities for homeless services during the last year. Locally generated revenues accounted for 20 percent of these funds, state grants for 22 percent, McKinney Homeless Assistance funds for 37 percent, the Community Development Block Grant for 9 percent, the Community Services Block Grant for 5 percent and other federal funds or other sources for 6 percent.

Cities that used **locally generated funds** to support homeless services:

Boston	4,600,000
Burlington	7,500
Charleston	55,000
Chicago	5,444,000
Denver	479,925
Detroit	1,100,000
Kansas City	455,782
Los Angeles	500,000
New Orleans	211,766
Norfolk	15,746
Philadelphia	15,388,325
Phoenix	1,021,248
Portland	3,151,236
San Antonio	44,900
San Diego	2,000,000
Santa Monica	1,549,650
Seattle	6,698,142
St. Louis	925,000
Trenton	125,000

Washington, D.C.	15,360,000

Cities that used **state grants** to support homeless services:

Boston	46,000,000
Chicago	5,033,000
Detroit	420,000
Los Angeles	554,656
Philadelphia	10,892,744
Phoenix	100,000
St. Louis	75,000

Cities that used **McKinney Act funds** to support homeless services:

Boston	10,238,160
Charleston	240,000
Chicago	16,286,000
Denver	1,628,556
Detroit	5,100,000
Kansas City	1,224,798
Los Angeles	155,500
New Orleans	6,380,974
Philadelphia	8,586,533
Phoenix	3,519,633
Portland	7,404,960
San Antonio	5,794,041
San Diego	7,000,000
Seattle	8,831,495
St. Louis	7,796,213
St. Paul	335,000
Trenton	136,000
Washington, D.C.	16,360,000

Cities that used **Community Development Block Grant funds** to support homeless services:

Boston	5,000,000
Burlington	33,900
Charleston	15,000
Chicago	2,438,000
Detroit	3,200,000
Los Angeles	6,994,293

Louisville	50,000
New Orleans	50,000
Norfolk	112,500
Philadelphia	1,186,984
Phoenix	640,330
Portland	1,537,420
Salt Lake City	482,750
San Diego	600,000
Santa Monica	233,550
Seattle	3,270,914
Washington, D.C.	575,000

Cities that used **Community Services Block Grant funds** to support homeless services:

Boston	450,000
Chicago	1,140,000
Denver	443,300
Los Angeles	5,700,000
San Antonio	114,750
San Diego	600,000
Washington, D.C.	7,000,000

Comments on Funding

Among the comments from the city officials on funding:

Burlington: The City of Burlington does not administer McKinney, CSBG or FEMA funds - all of which do, however, support local hunger/homeless providers. The local funds spent on a homeless shelter come from the Burlington Housing Trust Funds.

Chicago: These numbers are reflective of CDHS allocations.

Kansas City: The City of Kansas City, Missouri during the month of November cut its Emergency Assistance Program, a general revenue funded program, due to budgetary constrains. The program assisted low to no income persons with rent, utilities, rent deposits, and in some cases prescriptions. In addition, the program worked in collaboration with the Fire Department in relocating low income persons displaced due to Fire Marshall code violations at multi-unit complexes. The only remaining programs supported by locally generated revenue are the Domestic Violence Shelter Operation Fund (DVSO) and the Homeless Day Care Program. The DVSO program receives funds as a result of collected surcharges (fees) on municipal court cases. The funds go to support the operating costs of domestic violence shelters. The Homeless Day Care Program is fully funded by general revenues.

Philadelphia: The $8,586,553 in McKinney program funding represents $3,253,103 in Emergency Shelter Grant dollars, $3,390,396 in supportive Housing Program Grants, and $1,943,054 in Shelter Plus Care Grants.

Phoenix: The following sources are used: HOME Investment Partnerships: $520,000; Housing Opportunities for Persons with AIDS: $530,000; Section 8: $981,000 McKinney Funds: (Emergency Shelter Grant): $542,000; Supportive Housing Program: $2,977,633.

Portland: The City of Portland primarily funds programs for homeless single adults, and Multnomah County funds programs for the other subgroups: families, youth < 18, and victims of domestic violence. Multnomah County also receives state funds, as well as CSBG funds from the State. The table above accounts for 56 percent of a total of $23.5 million spent on homeless programs in the city and the remainder of the county. MC KINNEY PROGRAMS Supportive Housing $4,470,304 Shelter Plus Care $ 495,243 SRO/Mod 8 $2,439,413 .

Salt Lake City: Salt Lake County received $1,484,480 under the Continuum of Care grants, of which the majority were spent in Salt Lake City.

St. Paul: The city uses ESG funds to assist agencies serving homeless and those at risk of becoming homeless. In the future a portion of funds may be dedicated to create more new beds.

Washington, D.C.: HUD McKinney funds from following sources: HUD/ SHP, S+C, SRO Mod Rehab, Safe Haven, Supportive Services Only, Emergency Shelter Grant. The Community Services Block Grant is augmented with $7 million in TANF funds that go to the Community Partnership to operate its programs for homeless families, most of whom are TANF customers. Some caveats... This is not a complete list, and may be low by several million dollars.

There are other funds -- HOPWA and Ryan White funds come to mind -- that go into homeless services through District agencies that do not report to the Community Partnership. It is not possible for the Community Partnership, a nonprofit agency operating its homeless services under the Department of Human Services, to requisition all these figures from multiple city agencies. Moreover, in many cases the blend of federal and local dollars that goes into homeless programs is not possible to sort out without agency budget directors and CFOs weighing in. For example, Medicaid dollars are used extensively by the Department of Mental Health to fund its programs fro homeless people.

The CDBG funds reported are for two specific projects that received funding under a special needs housing RFP, plus $500,000 annually that goes into special needs housing -- but it can be hard to know precisely that all special needs housing benefits homeless or formerly homeless persons. The figures are fairly accurate on HUD McKinney funds that are gained through the annual SuperNOFA, as the Community Partnership prepares that application and knows what agencies are receiving from HUD.

Unmet Need

Estimated Requests by All Homeless People for Emergency Shelter which Go Unmet

An average of 37 percent of shelter requests by homeless people are estimated to have gone unmet during the last year across the survey cities. Estimates of unmet requests range from 65 percent in Louisville, 58 percent in Phoenix, 38 percent in Kansas City, 35 percent in Nashville,25 percent in Portland, 20 percent in Detroit and New Orleans, 15 percent in Los Angeles, 5 percent in Salt Lake City and San Antonio, and two percent in Washington, D.C..

An average of 52 percent of the shelter requests by homeless families are estimated to have gone unmet during the last year in the survey cities. Estimates of unmet family requests range from 69 percent in Phoenix, 50 percent in Louisville and San Diego, 31 percent in Washington, D.C., 25 percent in Portland, 10 percent in Los Angeles, and four percent in San Antonio.

People Turned Away from Emergency Shelters

In 52 percent of the cities emergency shelters may have to turn away homeless families due to a lack of resources.

Among the comments from the city officials on emergency shelters having to turn away homeless families in need because of lack of resources:

Boston: The State Department of Transitional Assistance (DTA) controls access to family shelter. There are about 50 family shelter beds in the city not controlled by the state which will take families denied access to DTA funded beds. The demand for these beds is greater than the supply. The state is in fiscal crisis and has not passed a budget yet. The Governor asked for 25 percent more in funding for family shelter than the legislature. If the legislature's budget prevails there will be hundreds of families turned away from shelter because of a lack of funding.

Burlington: There's a waiting list, currently with 16 families on it. Those on the waiting list are staying in motels or doubling up with friends. Providers work with the state to get emergency assistance funds to pay motel bills.

Chicago: The City of Chicago provides 24-hour assistance to victims of fire, natural disasters and those suffering from homelessness, hunger and other emergency situations. Outreach teams provide on site counseling, referrals, placement and/or transportation. In addition, the City of Chicago operates an

Emergency Shelter Clearinghouse, which identifies shelter bed availability in the Shelter Clearinghouse system on a 24-hour basis. At times when shelter capacity for homeless persons is insufficient to meet demand, the City of Chicago expands its overflow capacity to accommodate the homeless. Additionally, during times when demand exceeds supply, shelter needs are absorbed by other shelter providers throughout the city.

Cleveland: Full service shelters routinely turn away families because of lack of space. An overflow shelter for women will also accept female-headed families that have nowhere else to spend the night.

Denver: Homeless people who are turned away from emergency shelters end up staying with friends or families, on the streets, or in their cars. Many are given motel vouchers, but vouchers are for short-term use only, generally four nights or less.

Los Angeles: Emergency shelters turn away homeless families in need because of lack or resources.

Louisville: Homeless families who cannot be accommodated in shelters are referred to Jefferson County Department for Human Services. Social workers evaluate the families' needs and, if they can stay where they are with support such as food, supplies, clothing, etc., these necessities are provided. If they are sleeping outdoors or in a car or other unsafe places, they can be housed in one of the Housing Authority of Louisville's relocation apartments for 30 days receiving comprehensive case management.

Nashville: The Nashville Family Shelter receives many more calls for shelter in a month than it can accommodate (30 calls for 1-2 admissions). The Safe Haven Family Shelter turns down 5-9 calls for shelter each day. Families that insist they stay together cannot always be accommodated because family units are very limited. Families with older boys and fathers also find it difficult to find shelter. Many families circulate between family, friends, co-workers, motels, campgrounds and cars until shelter is obtained. At times we are full and have to refer women to other domestic violence shelters. (Madison Domestic Violence Shelter) .

New Orleans: Emergency shelters report an increase in the number of families seeking assistance. The shelters are usually at capacity and must turn families away due to lack of available bed space. The number of emergency shelter beds for families stayed the same this year; but the demand for emergency shelter increased.

Norfolk: Demand exceeds available resources. Some families turned away may be accommodated by another shelter provider. Some will continue to live in cars or on the street while others may be housed for a night in hotels.

Philadelphia: We do not turn away homeless families in need because of lack of resources. We may need to slightly overcrowd our shelters; for families that cannot be accommodated in shelters because of special needs, we may temporarily utilize a hotel.

Phoenix: CONTACS, the shelter hotline in Maricopa County, reports 69 percent of family callers cannot be connected to a shelter with openings.

Portland: Most families are precariously doubled up with family members or friends. Some camp outside or sleep in cars/vans.

Providence: Due to lack of shelter space, an average of 17 families are turned away each month from Interim House.

Salt Lake City: Families are put on a waiting list and must call in every day to maintain their status on list. Some are supported at motels for limited times.

San Antonio: Some of the shelters surveyed have indicated that they have to turn away families when at full capacity. When this happens every effort is made to help the family find alternative solutions.

San Diego: Every effort is made to place families in emergency shelter but in some cases families stay in cars or other less than desirable accommodations.

Santa Monica: They are placed on a waiting list for our only family shelter, and referred to shelters in other cities.

Seattle: The city has committed significant resources to provide shelter accommodation for its homeless residents, however it has been unable to keep up with requests for shelter space. Homeless people unable to find shelter sleep in doorways, cars, parks, under freeways, with friends and often walk the streets at nights. In recent years, the city and other local non-profits have developed a "Winter Severe Weather (response program that creates additional shelter beds for families and other homeless individuals on nights when the weather is considered life threatening.

St. Louis: Families are referred to agencies outside of the Continuum of Care. The City is considering hotel vouchers to fill this gap in resources.

St. Paul: We rarely turn people away, but when we do it is a result of all existing beds being full. Sometimes these folks are transported to another city for shelter.

Trenton: We place clients in motels and churches.

Washington, D.C.: The definition of homeless used by this survey is more restrictive than the one used in the District. We include doubled-up families at imminent risk of homelessness, who are in the main under roof in private residences. If we used this survey's definition of homeless in a strict way, we would say that no homeless family is turned away. Anyone on the street, in a car, or other wise not housed and in need of immediate shelter is given shelter right away. Even so, we know that the doubled-up situation represents real suffering for families with children, so we would still answer "Yes" to the question of whether we have to turn away families for lack of resources.

No family is turned away if its shelter need is immediate – that is, they have no place to stay inside that day or night. If that is the case, they are placed in a punlic emergency shelter, alternative private shelters and occasionally a motel. However, there are 400-500 families at any given time who are living in doubled-up conditions, and eligible for shelter under the federal and District definitions of homelessness, but who must wait for shelter or transitional housing options to open up.

Siting new emergency shelters for families has become very difficult, and so the city is emphasizing the scattered-site "housing first" model for helping families in crisis get into market-rate housing with a time-limited subsidy and the support of a community-based agency that provides emergency and transitional case management services.

In 44 percent of the survey cities, emergency shelters may have to turn away homeless people other than families because of a lack of resources.

Among the comments from the city officials:

Boston: In the past there was a need to put on overflow beds just during the winter months. This year the number of homeless people was high all twelve months and the overflow beds stayed up even during the summer months. The state has not yet passed a budget for this fiscal year and there are proposed cuts which could dramatically increase the number of homeless adults raising the fear that there may not be enough supply to meet the demand this winter.

Charleston: We have enough space in our shelters to get people off of the streets. What we lack are facilities to deal with the increasing complexity of homeless individuals with special problems.

Chicago: The City of Chicago provides 24-hour assistance to victims of fire, natural disasters and those suffering from homelessness, hunger and other emergency situations. Outreach teams provide on site counseling, referrals, placement and/or transportation. In addition, the City of Chicago operates an Emergency Shelter Clearinghouse, which identifies shelter bed availability in the Shelter Clearinghouse system on a 24-hour basis. At times when shelter capacity for homeless persons is insufficient to meet demand, the City of Chicago expands its overflow capacity to accommodate the homeless. Additionally, during times when demand exceeds supply, shelter needs are absorbed by other shelter providers throughout the City.

Cleveland: Homeless men can be temporarily accommodated in overflow space.

Denver: Single able-bodied males are rarely given vouchers, however, as adequate shelter space usually exists for this population.

Kansas City: According to the Homeless Services Coalition, very rarely do the shelters have to turn away homeless individuals for emergency shelter; however, for the past year they have been operating in overflow capacity for a significant portion of the year. This means that instead of an individual having a cot to sleep on they will be put on a mat in a chapel, the gym, cafeteria or other floor space.

Los Angeles: Emergency shelters do have to turn away homeless people in need because of lack of resources, particularly homeless individuals who have no other problem than just being homeless.

Louisville: The funds have not kept up with the population to be served.

Nashville: Hopefully, they can get shelter elsewhere. If not, we will try to furnish blankets. If the temperature is below freezing, we plead with congregations to take extra people. (Room in the Inn program- Campus for Human Development) Severely mentally ill homeless people, especially those who are violent or aggressive, are often "left out in the cold". (Family Life Center).

Norfolk: The demand for shelter exceeds available resources. Individuals and families will continue to live in cars or on the street. Limited funds are available to purchase shelter in hotels/motels.

Philadelphia: We do not turn away other homeless people in need because of lack of resources. We may temporarily open new shelters to meet a need. Typically,in the winter, we open 200-300 shelter beds to meet the increased demand.

Phoenix: CONTACS reports 51 percent of single person household callers cannot be connected to a shelter with an opening.

Portland: Many are precariously doubled up with family members or friends or sleep in cars/vans. Portland has a large population of single adults who camp outside. During the winter months, additional shelter beds (or sitting areas for single adults) are available for all subgroups of homeless people.

Providence: Interim House refers calls from single men, single women and victims of domestic violence to other facilities in the city.

Salt Lake City: They are put on waiting lists and must call in every day to maintain their status.

San Antonio: On occasion, smaller shelters have had to refer individuals to larger shelters. During inclement weather, however, an effort is made to accommodate all requests. At times, Community Centers and local hotels have been used for providing shelter during weather emergencies.

San Diego: Many homeless live in encampments, in alleys, cars and other inappropriate situations.

Santa Monica: They are placed on a waiting list and referred to shelters and missions in other cities.

Seattle: Turn-a-way data provided by Operation Nightwatch, a local non-profit homelessness service provider as of November 20, 2001 indicated that 45 homeless persons (39 men, six women) were turned away twice this pass month. St. Martin de Porres, a shelter for men over 50, reports that it is fill to capacity each night and has a waiting list of 74. In addition, local shelters who don't keep turn-a-way data indicate that they are fill to capacity and presumed to have turn-a-ways.

St. Louis: Homeless people are referred to agencies outside of the Continuum of Care. The city is considering hotel vouchers to fill this gap in resources.

St. Paul: There is no active tracking of turnaways. There is enough turnover that openings may occur the following day.

Trenton: We place any overflow in motels and churches.

Washington, D.C.: The adult shelters are "on demand" and run at a high level of occupancy; however, they are seldom totally full. The bigger problem is getting the chronically homeless who live in the streets to use shelters. For these the city is developing more "housing first" options that fund their entry into housing with support services.

Main Causes of Homelessness

A number of diverse and complex factors have contributed to the problems of homelessness in the survey cities. Many of these factors are interrelated. Listed in order of frequency, the following causes were identified by the cities in response to an open-ended question: lack of affordable housing, low paying jobs, substance abuse and the lack of needed services, mental illness and the lack of needed services, domestic violence, unemployment, poverty, prison release, and change and cuts in public assistance.

- **Lack of affordable housing** was identified as a major cause of homelessness in 26 cities: Boston, Burlington, Charleston, Chicago, Cleveland, Denver, Detroit, Kansas City, Los Angeles, Louisville, Nashville, New Orleans, Norfolk, Philadelphia, Phoenix, Portland, Providence, Salt Lake City, San Antonio, San Diego, Santa Monica, Seattle, St. Paul, Trenton, and Washington, D.C.

- **Low-paying jobs** were identified by 19 cities as a primary cause of homelessness: Boston, Burlington, Charleston, Cleveland, Denver, Detroit, Louisville, Nashville, New Orleans, Norfolk, Philadelphia, Phoenix, Portland, Salt Lake City, San Antonio, San Diego, Seattle, St. Louis, and Washington, D.C.

- **Substance abuse and the lack of needed services** were identified by 18 cities as a primary cause of homelessness: Boston, Burlington, Charleston, Chicago, Cleveland, Denver, Detroit, Kansas City, Louisville, Nashville, Norfolk, Phoenix, Portland, San Antonio, Santa Monica, St. Louis, Trenton, and Washington, D.C.

- **Mental illness and the lack of needed services** were identified by 17 cities as one of the main causes of homelessness: Boston, Burlington, Charleston, Cleveland, Denver, Detroit, Kansas City, Los Angeles, Louisville, Nashville, Norfolk, Phoenix, Portland, San Antonio, Santa Monica, Seattle, and Washington, D.C.

- **Domestic violence** was identified by eight cities as a primary cause of homelessness: Burlington, Denver, New Orleans, Philadelphia, Phoenix, Portland, San Antonio, and St. Louis.

- **Unemployment** was identified by seven cities as a main cause of homelessness: Chicago, Denver, Los Angeles, New Orleans, St. Louis, Trenton and Washington, D.C.

- **Poverty** was identified by five cities as a main cause of homelessness: Kansas City, Los Angeles, San Antonio, Seattle and Washington, D.C.

- **Prison release** was identified by five cities as a main cause of homelessness: Chicago, Cleveland, Kansas City, Los Angeles, and New Orleans.

- **Change and cuts in public assistance programs** was identified by four cities as a main cause of homelessness: Cleveland, Los Angeles, Philadelphia, and San Antonio.

Impact of Continuum of Care Approach on Homelessness

City officials were asked to describe the impact of Continuum of Care on homelessness:

Boston: The Continuum of Care approach has had a positive impact on the way our city addresses homelessness. The Continuum of Care gave our community the framework to look at how to prioritize services and housing for homeless people. The community participates in an ongoing process of identifying needs and gaps. This process resulted in the prioritization of funding for underserved populations and created complimentary and non-duplicative programs.

Burlington: Implementation of the Continuum of Care has helped to coordinate efforts and resources among a number of nonprofit and government agencies. Continuum partners meet monthly to discuss challenges and ways to address the growing needs for services.

Charleston: The Continuum of Care approach has been beneficial to the development and coordination of programs serving the homeless population in Charleston.

Chicago: Recently, the Chicago Continuum of Care adopted a strategic plan to prevent and end homelessness in the city. This plan outlines strategic initiatives recommending system improvements to facilitate access to prevention, permanent housing and supportive service resources.

Cleveland: The Continuum of Care approach has increased the focus on supportive housing and assistance beyond emergency shelter.

Denver: The Continuum of Care has had a positive impact on the development of transitional housing units in Denver and will likely boost the availability of permanent housing in the long run.

Detroit: The Continuum of Care approach has resulted in a much more collaboration between the various service providers, city government, and others involved with issues concerning homelessness. It has resulted in the establishment of various committees to address issues, including components of the Continuum which need to be further developed.

Kansas City: The HUD Continuum of Care approach has increased the level of coordination among agencies and service providers. It has created a vehicle for community planning and implementation. Clients receive better services because providers are working together to create the most effective programs possible. Kansas City, Missouri's Continuum of Care system is driven by the Homeless Services Coalition of Greater Kansas City (HSC) which brings together organizations and individuals dedicated to creating opportunities for compassionate community responses to homelessness. This collaborative effort is supported by more than sixty diverse organizations who are committed to creating and maintaining a Continuum of Care that facilitates fluid movement through a system designed to respond to the complex needs of homeless individuals and families. The City of Kansas City, Missouri is an active member of HSC and provides funding for the Coalition to continue their efforts to address homelessness in Kansas City.

Los Angeles: The implementation of the Continuum of Care approach has impacted the way Los Angeles addresses homelessness because it has helped to coordinate efforts and resources among the various entities that participate in the Continuum of Care. As a result, more effective planning has been implemented to fill gaps in services for homeless persons. LAHSA is currently in the process of developing a strategic plan to end homelessness.

Louisville: The Continuum of Care approach has brought together not only shelter providers in our community but other systems such as justice, mental health, physical health, veterans, etc.

Nashville: Several new programs have developed to address key gaps in the homeless service system; two Safe Havens shelters (low-demand emergency shelter for mentally ill homeless) operated by Park Center are examples. This approach has created some continuing collaborations among agencies in order to serve the homeless more comprehensively. It has also allowed many individual agencies to add new services for the homeless. Unfortunately, the scramble for funds leaves out some worthy projects if the timing of new and renewal projects is not aligned fortuitously. (Metro Health Department) It has provided a forum for an ongoing analysis of how to meet the needs of homeless people. (MDHA Street Outreach).

New Orleans: The Continuum of Care helps to identify gaps in services for homeless persons. As a result, more effective planning has been implemented to fill gaps in services.

Norfolk: The Continuum of Care was developed by the Norfolk Homeless Consortium (a group comprised of homeless service providers, potential providers, non-profits, government representatives and the faith community). The Consortium, worked to blend many different philosophies and approaches into a strategy to continue closing the gaps in services to homeless citizens of our city.

Philadelphia: One of the goals of the City of Philadelphia's homeless policy, which is consistent with the federal Continuum of Care, has been to move from the provision of emergency shelter only to the development of a continuum of services for homeless families and individuals that include homeless prevention assistance, street outreach, shelter, support services, transitional housing and permanent housing. The Continuum of Care has fostered better coordination of the city's efforts to address homelessness across city agencies, other governmental organizations and private non-profits; this coordination has resulted in an expansion of services at all points on the continuum, improved public private partnerships and an increased level of external financial support.

Phoenix: The Continuum of Care approach has led to more and wider participation in the planning for alleviating homelessness.

Portland: The City of Portland (and Multnomah County) shifted the focus from shelter to permanent housing before HUD adopted the Continuum of Care approach. However, the process of developing the annual application to HUD for McKinney funds has increased community oversight and participation. It also has fostered collaboration between service delivery systems.

Salt Lake City: The Continuum of Care has provided a structured, planned approach to providing services and increased coordination among providers.

San Antonio: Through frequent meetings and networking, a system that takes a holistic approach by involving all Continuum of Care partners has resulted in maximum advocacy for families and individuals. The Community Action Division fosters collaborations between various agencies in the Continuum. By doing so, clients in need of different types of services — from child care to housing — receive all the necessary assistance required to re-acclimate them into mainstream society. In short, the Continuum is designed to provide complete assistance to needy clients, not just "band-aid" solutions.

San Diego: The city has consistently received annual awards of $5 to $8 million to support homeless programs in the city from the SuperNOFA Continuum of Care awards.

Santa Monica: We have a network of 22 programs which are able to provide supportive services for homeless people from outreach to aftercare.

Seattle: The City of Seattle and King County jointly coordinate the Continuum of Care to insure a regional approach to homelessness. A strong partnership between our governments and collaboration with the Seattle-King County Coalition for the Homeless insures, widespread community participation in the continuous refinement of the Continuum of Care, strong community participation in the development of City and County Budgets, joint application with King County for McKinney funds, development of City and County Consolidated Plans that include similar frameworks for implementing the Continuum of Care, and shared responsibilities for implementing new resources. Seattle, King County and the United Way of King County are engaged in a process of coordinating and aligning their outcome based funding strategies, so that key results can be uniformly measured by local providers. Housing stability remains the city's primary goal and the Continuum of Care is the city's major tool to successfully achieve that goal. Adopting the Continuum of Care model has strengthen our partnership with housing and service providers, advocates, homeless people, the private sector, general public, and other funders. The Continuum of Care approach has been particularly effective in developing a regional approach to solving the issues of homelessness in conjunction with King County and the Washington, D.C. State government.

St. Louis: Implementation of the CoC approach has provided collaboration between agencies and with city government. The approach has also reduced the need to duplicate services and target support to areas of need.

St. Paul: The continuum process has called for prevention services to be increased. It is generally believed that this has saved the taxpayer more money.

Trenton: We are able to apply for more funding to assist for the homeless and disable.

Washington, D.C.: The impact of CoC has been very dramatic. Since 1995 when the Community Partnership took over day-to-day management of the CoC, the city's system has evolved from one that was 84 percent emergency shelter and 16 percent transitional to a system that is now 50 percent overnight and 24-hour emergency shelters, 25 percent transitional shelters and housing, and 25 percent permanent supportive housing. The number of beds within the CoC has gown by 64 percent in that period -- with adult beds increasing by 15 percent and family beds at all levels of the CoC increasing by almost 250 percent. Street homelessness is down from about 1,800 people in the early 1990's to an estimated 600 persons at this time. The planning process has also improved, with most provider agencies, advocates and public agencies working in a productive collaboration with a much-lessened emphasis on competition. The District has gone from one of the worst homeless systems in the country (in the late 1980's and coming into 1990) to a CoC system that HUD and other outside reviewers and evaluators recognize as one of the best. Even so, major challenges remain, as evidenced by the increased demand from families and re-emergence last year of 7 deaths in the street from hypothermia.

Impact of HUD resources on Homelessness

Boston: We have received millions of dollars in new resources to create new support services, job training, transitional and permanent housing programs to assist thousands of homeless individuals and families. These resources have stabilized people suffering from HIV/AIDS, mental illness and/or substance addiction and placed them in permanent housing. They have trained men and women for jobs and placed them in employment so that they could successfully support themselves and/or their families in permanent housing. They have provided transitional housing so that women and children who are victims of domestic violence could safely flee their batterers and not live on the streets. With out these resources our homeless numbers would be significantly higher. There continues to be a need for increased McKinney resources so that new, not just existing, programs can be funded to help end homelessness.

Burlington: HUD resources have decreased, not increased, negatively affecting providers' ability to serve the homeless population.

Charleston: Without HUD funds we would have many more individuals staying in shelters and remaining there for long periods of time. The Continuum of Care grants have made it possible to expand transitional housing and provide the necessary support systems to assist individuals in leaving shelters.

Chicago: The increased resources has assisted the city with creating more permanent housing for the homeless.

Cleveland: Increased resources, particularly Shelter Plus Care, have helped to expand availability of affordable permanent housing for homeless persons with disabilities.

Denver: It has helped us coordinate services and provide supportive services that keep people in their housing.

Detroit: The increased HUD resources have assisted in the development of housing that otherwise likely would not have been established, including the first Safe Haven in the city, as well as several new permanent and transitional housing projects.

Kansas City: The funding has had a significant impact of the city being able to increase and maintain permanent and transitional housing for the homeless. In addition, the whole concept of the Continuum of Care has provided a stimulus for community-wide collaboration.

Los Angeles: The impact that the increased HUD resources for homelessness had on Los Angeles' ability to address homelessness is that HUD resources have increased and enhanced partnerships among agencies and other governmental organizations and private nonprofits. However, HUD resources to the city have decreased in some areas such as ESG and increased only slightly in SHP and CDBG. Los Angeles' heavy SHP renewal burden has made it extremely difficult to expand services to under-served areas of the County of Los Angeles.

Louisville: Very little difference because of the services needed to serve the homeless population. The main stream systems do not address the multiple needs of the population and the last place for them is the homeless network. The HUD funds cannot be used for prevention so you cannot stop people from falling into homelessness.

Nashville: It has expanded the capacity to serve the greatest identified needs of the homeless, as determined through the Continuum of Care process. (Metro Health Dept.) I believe that during most of 2001 more people were receiving housing assistance than in previous years. (Family Life Center)

New Orleans: Since 1993 to date, UNITY for the Homeless has applied for and received from the U.S. Department of Housing and Urban Development, over $40 million to address homelessness in New Orleans.

Norfolk: Additional programs and services have been developed in the community to address the need of our homeless population. These programs include the following: Family Development Program Play Therapy, Transitional Shelters, Day Center Medication Program and Permanent Supportive Housing.

Philadelphia: Increased federal funding has allowed for expansion of transitional and permanent housing for homeless families and individuals.

Phoenix: More homeless people have been assisted. The community has been able to implement innovative services and housing programs.

Portland: This community has not seen an increase in HUD resources for homelessness. Available McKinney funds are inadequate to refund existing McKinney-funded programs. Nonetheless, these McKinney funds – Supportive Housing, Shelter Plus Care, SRO/Mod 8, and Emergency Shelter Grant – account for 33.3 percent of funds spent on homeless people in the City and the rest of Multnomah County. Also essential to funding housing and services for our homeless people are Community Development Block Grant and HOME funds.

Salt Lake City: HUD has helped to provide additional shelter beds and, especially, supportive services.

San Antonio: HUD's Assistance has been invaluable over the past years. Through the Supportive Housing Program (SHP) funds and Emergency Shelter Grant (ESG) funds, HUD has assisted our community with permanent and transitional housing, job-training, day care, counseling and other supportive services.

San Diego: HUD is the foundation of homeless services.

Santa Monica: Our HUD Supportive Housing Program funds are used to provide Dual Diagnosis Specialists at three programs, and case management including job assistance at three programs. However, there is a great unmet need for services among the Dual Diagnosed.

Seattle: The availability or lack of HUD resources directly affects the city's ability to provide homelessness services for its growing homeless population. Without continued HUD support, service gaps will continue and increase.

St. Louis: Although homelessness for individuals has increased, the overall number of homeless people has decreased in the City of St. Louis due to prevention programs and support services provided.

St. Paul: The Shelter Plus Care funds have kept some of the pressure off the emergency shelters. There has not been an increase for 3 years in ESG funds.

Trenton: HUD has offered increased funding opportunities to promote new housing infinitives in the City of Trenton.

Washington, D.C.: HUD's assistance has been very dramatic -- especially as to supporting transitional and permanent housing units. The District has been successful enough in gathering HUD competitive funds that the DHS budget for homeless services is now matched almost dollar-for-dollar with HUD funds. Much of the growth in the CoC system was fueled by HUD McKinney funds.

Exemplary Programs

Among the comments from the city officials on an exemplary program or effort underway which prevents or responds to the problems of homelessness:

Boston: Casa Myrna Vazquez transitional housing program is supported with McKinney Homeless Assistance resources. It is a transitional housing program for women and children who are victims of domestic violence. Many of the women are also in recovery from substance addiction. In the program both the mothers and their children receive mental health counseling services. The children are provided childcare and school support. The mothers receive ESL, GED, and employment placement so that they can support their families when they leave the program. This program helps ensure that women will not have to go back to their batterers because they need them for financial security and helps end the cycle of violence and homelessness these families would otherwise face.

Burlington: The Rental Opportunity Center serves as a clearing-house for information on available apartments in the greater Burlington metropolitan area, as well as a on-stop center for homeless individuals seeking assistance. This program, a HUD Blue Ribbon Best Practice Award winner in 1999, has built a network of over 100 landlords who accept referrals from the program. Last year, the ROC helped 72 families and 113 individuals find permanent rental housing, and helped 240 families and individuals obtain Section 8 subsidies to make their housing more affordable.

Charleston: People who are homeless reflect the nation's diversity, and their special characteristics and needs are for support systems that mirror their range of differences. Self-sufficiency, therefore, has many meanings when designing services that result in outcomes, which are measurable and accountable. To respond to these differences the Lowcountry Continuum of Care Partnership designed a system of support services whose goals were to provide a closely woven menu of assistance programs that educate, treat, nurture, and coach an individual through the process of re-gaining self-determination, which closely matches the individual's ability to sustain those gains outside of the emergency shelter environment.

Services provide the necessary components to enable a homeless individual or family to exit homelessness and sustain independence outside of the emergency shelter system in the Lowcountry of South Carolina. Those components are: job training, life skills training, financial education, rental assistance, employment and on the job coaching, childcare, and case management. Services are provided where homeless people are found.

In the tri-county area this means shelters, the streets, and in and around the Enterprise Community. Funds are attached to a menu of services that follow the client. For example, an individual may need employment but not childcare, a family may need childcare but not transportation, and both may need housing assistance. Services are individualized and portable and available in whatever form is necessary to bring about immediate and long-term income and housing stability. This program is a collaboration between Crisis Ministries, Goodwill, Inc., Family Services, Charleston County Human Services, and the Humanities Foundation. It is in its fourth year of operation.

Chicago: The City of Chicago has implemented the following initiatives to address the needs of homeless children. CDHS has been working with the Chicago Public Schools over the past year to facilitate the immediate school enrollment of homeless children residing in shelters. To assist with this effort, CDHS is providing public transportation vouchers to children residing in homeless shelters and their parents to enable them to register for school. The public transportation fare cards, which have been distributed to family shelters, will be used throughout the school year for children who are registering for schools for the first time, or transferring from another district. Once registered, the children are eligible for free transportation for the remainder of the year through CPS's homeless education program.

CDHS in September of 2001, implemented the Children In Shelters project. This project is designed to provide opportunities for children residing in shelters to receive child development services while their parents participate in work or work-related activities and reestablish their lives. This past year, the Chicago Department of Human Services sponsored 20 homeless children living in CDHS-funded family shelters to attend overnight camp at a YMCA site in Illinois. The children got the opportunity to explore nature, meet new people, and participate in a variety of activities, including horseback riding, arts and crafts, and boating.

Denver: Outreach workers from the Colorado Coalition for the Homeless make contacts with the hardest-to-reach segment of the homeless population through services ranging from basic emergency needs to longer-care services. Many of these people would become more isolated and more difficult to locate and serve without the help of these workers. Over 1100 persons were assisted by these workers over the last year: three of the men assisted were in life-threatening situations, and dozens more received mental health, medical, and substance abuse treatment.

Detroit: The Career Initiative Center CIC is a City of Detroit Continuum of Care project applying the continuum's principles to serve the needs of the homeless and those at risk of being homeless in the City of Detroit. The Continuum's objective is to fill existing gaps in homeless services, addressing under and unemployment issues while enhancing existing systems for the transition from Emergency Shelter to Transitional and Permanent Housing. The program targets those individuals who present a history of special needs e.g. chronic substance abuse, chronic mental illness, dual diagnosis, or HIV/AIDS. The CIC project provides supportive services, culinary arts training and paid internships to program participants. By providing the necessary linkages and supportive services, the CIC can achieve its goal of placing participants in permanent housing with skills that will enable them to maintain housing and live independent and self-sufficient lives.

Kansas City: Swope Parkway Health Center's Health Care for the Homeless Program is exemplary because comprehensive health care is provided as an integrative service delivery model reflected even in hiring staff and is accomplished through a team decision-making process, which produces a collaborative team effort. A viable internal continuum of care utilizes street outreach workers to find/intervene with the homeless on the streets, under bridges, in homeless camps and encourage/bring them to Swope's community health center for health/behavioral health care or to outreach sites which our mid-level medical providers service. Staff are cross-trained to work independently or as a team: assess/register clients, provide health/mental health education, perform Orasure (oral aids test) testing/counseling, disseminate resources, and offer case management. Staff pride in a job well done is an outcome of reducing rigid eligibility requirements and acknowledging that a "slip through the cracks" mentality is not acceptable. HCH's external continuum of care is evidenced by an aggressive philosophy to combat the core causes of homelessness: taking a leadership role in HUD's local Continuum of Care process, offering programming at the city jail to reduce recidivism and spearheading a TB taskforce to find funding for UV lights in the shelters to reduce the incidence of tuberculosis.

Los Angeles: A Community of Friend's (ACOF) core mission is to develop permanent, service-enriched, affordable housing for households with special needs. The majority of ACOF's operating units provide supportive housing to single adults with chronic mental illness, who are capable of living independently, many of whom were formerly homeless. During the past twelve years ACOF has secured in excess of $110MM in capital resources to complete 594 units of housing in sixteen projects, and to finance 11 projects with 446 units in various stages of development. The development of Vista Nueva Apartments has allowed ACOF to expand its expertise to reach homeless families where the parent has a disabling condition. While single adults with mental disabilities comprise the majority of ACOF's residents, the tenant mix also includes persons with other chronic disabilities, including dual diagnoses. Project-based rental subsidies at all operating developments except two, benefit residents by allowing them to pay no more than 30 percent of their income towards rent. ACOF develops properties throughout Los Angeles County and other areas of Southern California including Orange and San Diego Counties, employing an innovative operating model.

The model is based on collaborative partnerships with community-based service providers, in order to create a service-enriched housing environment, which is integrally linked to the residents success in permanent housing. This approach allows each participant, developer/owner and service provider, to maximize its unique expertise. ACOF''s comprehensive housing model offers a design-sensitive living environment, and access to services necessary to enhance the quality of residents' lives. The model facilitates the development of independence, and the acquisition of productive skills among adults with disabilities, and other impoverished persons. ACOF coordinates social service delivery to residents through a variety of channels. Case management services are provided to residents, in offices at the housing site, by community-based providers or by ACOF service coordination staff at properties where adequate community services are not available. For more information about A Community of Friends, contact J. Monique Lawshe, Chief Executive Officer, at 213-480-0809 or view the web site at www.acof.org.

Louisville: One of the exemplary responses in our community is the partnership of The Salvation Army and the Housing Authority of Jefferson County. The Housing Authority of Jefferson County and the Salvation Army are pleased to announce some results of the Debt Alleviation & Financial Training program. We have completed the fall, 2000; spring, 2001; and summer, 2001 sessions of the class and are currently in the midst of the fall, 2001 session. The Debt Alleviation & Financial Training program teaches participants to manage their money responsibly. The five mandatory components include two sessions on budgeting and planning, one on the responsible use of credit and debt, one on community resources, and one on lease reading and the responsibilities of tenancy. In order to be eligible for participation in the Debt Alleviation & Financial Training program, a person must be former Section 8 client who is unable to return to that subsidy program because s/he owes Housing Authority of Louisville between $0.01 and $2,000.00. In order to complete the program successfully, the participant must attend all five sessions and save at least 25 percent of the amount of money which s/he owes HAJC. When a participant completes both of these requirements, the Salvation Army pays 25 percent of the HAJC debt from the client's savings and matches that amount with its own emergency assistance funds. At that point, HAJC writes off the other half of the debt and the client graduates and regains eligibility for the Section 8 rental subsidy program.

During the last two class series, we have improved the offering with guest speakers and more user-friendly handouts and course materials. We hope to continue improving our course offerings as the class and clients' needs evolve together. Of about 50 persons who have participated in the classes (exclusive of the series currently in progress), 15 have graduated with the result that HAJC has removed close to $5,000 from its books. These 15 graduates represent 15 families, consisting of close to 40 individuals, who have regained their eligibility to participate in the Section 8 rental subsidy program. The Salvation Army does not compare the lease-up rates of graduates to those of non-graduates or of the overall, Section 8 population. As the program ages and more graduates reach the top of the waiting list, HAJC will have the opportunity to use its proprietary database to perform more intermediate and long-term outcome-based evaluation.

Nashville: We at CARES have just initiated a program where we are providing physically frail homeless individuals living with HIV / AIDS housing for up to 3 months in local motel while we work to secure long-term stable housing. During that time they receive case management services, ancillary A&D or Mental Health, in-home volunteer respite care, and access to our meal and food bag services. (Nashville CARES) Nashville''s Metropolitan Health Department and The Salvation Army are forming a collaboration to address the needs of six homeless single women battling addiction and who have no insurance. The Health Department will begin a Partial Hospitalization program at the Downtown Clinic. The women will be housed at the Salvation Army and given a Kroger card with $50 a month put on it. That will be for breakfast food and incidentals. They will be transported each morning to the Clinic at

8:30, offered lunch, and then start an afternoon class at the Campus for Human Development, an agency that has a strong working partnership with the Health Department and is located directly next door to the Clinic.

New Orleans: Integrated Mobile Assessment and Treatment Team (IMATT) is a program that provides health care and case management services to homeless people who have limited or no access to medical care. IMATT works closely with agencies involved in Project REACH (our outreach team), the Medical Center of Louisiana and the Healthcare for the Homeless Clinic in an effort to provide a seamless delivery of services to homeless persons. A team of one medical case manager and several nurse practitioners provide care at various emergency shelter shelters and day programs. The needs of each person are assessed and a case plan is developed to help access needed medical services, medications, shelter and other supportive services. Presently, the case manager for this program is working with the case managers from the Medical Center of Louisiana to improve discharge planning for the homeless persons released from the hospital. She is also working with emergency shelters to create more hospital beds for homeless persons released from hospitals.

Norfolk: St. Columba Ecumenical Ministries, Inc. (St. CEM), a 501(c)3-non profit organization, grew out of the St. Columba Presbyterian Church, located in the Robin Hood Apartments and St. Columba Ministries. In 1987, St. Columba Ministries became St. CEM with the blessings and support of Norfolk Presbytery, now Presbytery of Eastern Virginia. St. CEM has five staff members, two of whom have been with the ministries for 23 years. St. CEM reaches out into the community serving those in need and into the Communities of Faith providing ways for people of faith to help those in need. In 1988, St. CEM received a three-year HUD Supportive Housing Program grant to establish the NEXT STEP Program. This program provides housing for single adults who were previously homeless. The intent is to help them get back on track with their lives and move onto independent living. St. CEM, a small ministry, continues to look for other ways to help folks who find themselves on the margin of society. The staff is involved with many outside groups lending their expertise to problem solving and community building.

Philadelphia: The City of Philadelphia and the Philadelphia Housing Authority have successfully partnered in the implementation of the "Good Neighbors Make Good Neighborhoods Program". The Good Neighbors program offers permanent housing in the form of a rental subsidy from the PHA and a year of intensive case management support through the City of Philadelphia. OESS has intensified its efforts with two prevention specialists , whose role is to divert people from shelter who have adequate resources. These people are diverted into private resources or other subsidized housing. OESS is in the process of obtaining 500 additional Section 8 Certificates. These certificates will target and assist families and special needs individuals who are most ready for independent living.

Phoenix: The five City of Phoenix Family Services Centers provide prevention services to over 20,000 low income households in Phoenix each year. An array of local, state, private, and federal sources are used to avoid eviction from rental housing, loss of owner-occupied single family housing, and cut-off of utility services. These basic needs are provided through a case management system that assesses a household's problems, makes short-term and long-term plans for alleviating the problems and assists with accessing other services available through the community or through the City of Phoenix Human Service Department. Other services available from the city include employment and training opportunities, Head Start, school-based counseling for children, services for older people, and specialty programs for young fathers, young mothers on welfare, and households living in public housing. The Human Services Department also administers 43 contracts with community agencies for assistance to homeless people. These include: Community Voice Mail, Community Network for Accessing Shelter (CONTACS), DVSTOP for hotel/motel vouchers for households unable to access domestic violence shelters, legal services, counseling, basic education, outreach to people on the street, emergency shelter, transitional housing programs, and permanent supportive housing programs.

Portland: JOIN is an agency that serves homeless people who primarily are sleeping outside. The agenc``s outreach workers recognize that flexibility and respect for each person is important to help someone move "off the street" and make a sustainable transition into permanent housing. Whether they're providing blankets, visiting "camps" in the early morning to reach individuals, or advocating with potential landlords, the focus is on the client's strengths, and helping the person realize personal goals. In 2000-2001, JOIN helped 368 homeless people obtain permanent housing. Additionally, 94 percent of those they helped place in housing were still there 12 months later.

Providence: We have added another family unit to our shelter and are opening an emergency Winter overflow shelter.

Salt Lake City: The Valor House transitional housing for homeless veterans represents a very unique partnership between the Housing Authority of Salt Lake City and the Salt Lake City Veterans Affairs Medical Center. Under the partnership, the VA will provide the services and the Housing Authority will provide the housing through long term renewable sharing lease.

San Antonio: Project QUEST's implementation of employment and long-term training provides a comprehensive case management approach (i.e., tuition assistance, and crisis intervention, etc...). QUEST realizes the importance of providing emotional, personal and family support as well as financial resources as a vehicle for stabilizing the lives of homeless individuals. QUEST is proposing program that will provide homeless individuals GED preparation and basic remedial training at transitional living centers.

San Diego: In partnership with the County of San Diego, the business community and local nonprofits, a state-funded program (AB-2034), more than 200 special needs homeless people have been housed with services since December 2000.

Santa Monica: Nineteen of our 22 homeless service programs are linked by a computerized case management system, using a shared data base. While each homeless person in our Continuum of Care has a Primary Case Manager, the other programs in the network are able to provide supportive services with access to the client's caseplan and original intake information without having the client repeat all that information. The client, however, can refuse to share information with specific programs if he or she so chooses.

Seattle: The Transitional Assistance Program is a service provided by Family Services of King County and is funded by the City of Seattle and the United Way of King County. The program provides case management services including short term stabilization counseling, problem solving, money management, and linkages to community resources and advocacy for homeless families in King County. The program works closely with the local Community Services Officers of the Seattle Police Department to insure that families who become homeless receive both emergency services (motel vouchers & food) and receive assistance to stabilize their lives and find permanent housing. Transitional Assistance Program counselors and case managers usually see families the day after they receive emergency services and are frequently able to shorten families homelessness experiences. Last year the program provided case management services for over 1,000 households. At lease 900 households were connected to other services including medical, mental health employment/income, food and emergency housing assistance. The program provided 427 families with emergency shelter and helped 166 households obtain permanent housing. The program provides mail service for over a hundred families and provided 67 households with move-in assistance. The program provides a key component of the City's Continuum of Care methodology and has received praise from both program participants and other service providers.

St. Louis: The St. Patrick Partnership Center (SPPC) is an innovative approach to reducing homelessness. SPPC is a one-stop center serving homeless and at-risk individuals under one roof. SPPC has developed a collaborative relationship with more than 30 other agencies and its centralized in-take, case management, and tracking helps to expedite and improve services to the homeless population.

St. Paul: St. Paul has a program in cooperation with Ramsey County called "House Calls." City Housing Inspectors call upon households that have lost their utilities. Often they use supplemental funds to pay utilities. This avoids condemnation action by the city and the homelessness that follows it.

Trenton: We are establishing a Safe Haven for the chronically homeless and creating approximately 8 units of permanent housing for the mentally ill.

Washington, D.C.: The Community Partnership's Community Care Grant program provides immediate help with housing (through a time- limited subsidy) and transitional services (through client-specific grants for case management)for families seeking emergency shelter. It is a "housing first" model that resettles families into the care of community- based agencies that continue to act as support systems after the family has gotten beyond the housing crisis. This program successfully houses 75 percent of its participants in permanent housing, a rate much better than the more expensive and setapart family shelters that outplace about 50 percent into permanent housing. A network of Family Support Centers funded by the child welfare system, and other nonprofits with their own funding, are the base upon which the Community Care Grant program is being built. These agencies are experts in the problems faced by poor families and oftentimes poor families approach them for help, only to have refer them to the "homeless system" and central intake. The District is working toward a system where families can be served immediately by qualified agencies with mainstream funding supports so that families do not have to be uprooted from their communities in order to get the help they need.

City Data on Homelessness

City	Percent Increase in Requests for Emergency Shelter	Percent Increase in Requests by Families for Emergency Shelter	Shelter Beds	Transitional Housing Units	Family Break-up for Shelter?	Family Leave During Day	Percentage Need Unmet	Turn Away Families?	Turn Others Away?
Boston	1.5	6.8	same	same	yes	no	0	yes	no
Burlington	na	6	decreased	same	no	no	160	yes	no
Charleston	7	12	same	same	no	no	0	no	no
Charlotte	na	na			no	no	0	no	no
Chicago	22	35	increased	same	yes	no	0	no	no
Cleveland	15	15	increased	same	yes	yes	0	yes	yes
Denver	20	20	same	increased	no	yes	30	yes	yes
Detroit	1	1	same	increased	no	no	20	no	no
Kansas City	25	22	decreased	increased	no	no	38	no	no
Los Angeles	6	na	decreased	same	yes	no	15	yes	yes
Louisville	12	-9	decreased	increased	yes	no	65	yes	yes
Nashville	13	10	increased	increased	yes	yes	35	yes	yes
New Orleans	20	28	increased	increased	yes	yes	20	yes	yes
Norfolk	na	na	same	increased	no	no	0	no	no
Philadelphia	-5	-5	decreased	increased	yes	no	0	no	no
Phoenix	8	na	same	same	no	no	58	no	no
Portland	na	na	increased	same	no	no	25	no	no
Providence	18	13			yes	no	0	yes	yes
Salt Lake City	12	5	increased	increased	yes	no	5	yes	yes
San Antonio	5	45	increased	same	yes	no	5	yes	yes
San Diego	10	25	increased	increased	no	no	58	no	no
Santa Monica	0	0	decreased	decreased	yes	no	0	yes	yes
Seattle	0	0	increased	increased	no	no	0	no	no
St. Louis	-5	-15	same	same	yes	yes	43	yes	yes
St. Paul	14	14	same	same	no	no	2	no	no
Trenton	26	26	same	increased	yes	yes	0	yes	yes
Wash., D.C	8.4	82	increased		no	no	15	no	no

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Composition of the Homeless Population

City	Families	Men	Women	Youth	African-American	White	Hispanic	Asian	Native American	Mentally Ill	Substance Abusers	Employed	Veterans	Single Parent Families	Family Members who are Children
Boston	35	53	12	0	40	35	16	1	0	30	46	27	20	90	64
Burlington	41	36	9	13	8	88	2.4	0.2	1.4	32	47	29	17	78	63
Charleston	12	56	28	4	69	26	5	0	0	42	35	79	33	72	33
Charlotte	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Chicago	16	65	18	5	77	12	9	0.7	0.8	15	49	13	12	96	68
Cleveland	54	19	25	2	78	19	2	1	1	25	40	0	0	98	70
Denver	50	20	9	4	26	37	31	2	4	44	53	38	28	75	66
Detroit	31	54	9	6	88	7	4	1	0	28	56	30	28	81	76
Kansas City	67	14	19	0	66	36	3	1	1	0	0	0	0	79	65
Los Angeles	26	47	21	4	51	30	15	2	1	14	57	0	12	50	60
Louisville	17	63	14	6	47	49	3.6	0.4	0	21	41	16	21	0	11
Nashville	30	49	13	1	56	39	5	0	0	40	75	45	20	30	70
New Orleans	43	39	14	4	65	30	3	1	1	19	30	35	23	90	60
Norfolk	51	31	18	0	92	7.5	0.5	0.5	0	0.6	1.1	9.4	1.2	75	69
Philadelphia	59	29	12	0	82	12	6	0	0	27	58	6	7	89	72
Phoenix	31	48	16	5	17	52	23	1	7	15	17	30	12	92	15
Portland	36	37	18	8	20	49	20	1	3	20	53	30	11	80	60
Providence	100	0	0	0	46	22	25	2	5	54	29	11	0	84	69
Salt Lake City	32	41	7	19	8	74	11	2	3	15	42	17	19	43	58
San Antonio	44	40	9	7	21	13	64	1	1	24	13	25	6	62	64
San Diego	20	64	9	7	20	55	25	2	1	0	0	0	0	80	13
Santa Monica	0	72	28	0	36	45	10	1	1	56	33	18	0	0	0
Seattle	41	40	18	1	37	40	11	2	5	26	29	28	8	25	19
St. Louis	84	11	5	0	93	6.8	0.33	0.04	0.07	0	0	0	0	95	73
St. Paul	33	52	7	8	53	33	10	0	3	0	0	0	0	70	63
Trenton	87	77	25	8	68	22	8	1	0	15	86	12	3	87	62
Wash., D.C.	45	36	18	1	88	6	6	0	0	30	37	30	20	90	68

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Shelter Beds, Transitional Housing Units, SRO Housing in the Survey Cities

City	Shelter Beds	Family Shelter Beds	Transitional Units	Family Transitional Units	Single Room Occupancy Units
Boston	2190	1516	1412	77	5000
Burlington	113	39	40	10	166
Charleston	220	70	0	0	0
Charlotte	0	0	0	0	0
Chicago	6202	3420	3692	2400	12535
Cleveland	1007	289	731	172	50
Denver	1038	20	485	185	204
Detroit	2100	615	808	401	235
Kansas City	564	213	473	112	0
Los Angeles	2244	760	4519	2086	1093
Louisville	798	119	756	154	2568
Nashville	1128	186	350	107	160
New Orleans	903	146	1141	121	80
Norfolk	278	113	16	12	139
Philadelphia	2000	1250	3120	1201	624
Phoenix	1542	843	3576	2086	694
Portland	553	164	776	282	2233
Providence	0	33	0	0	0
Salt Lake City	1041	280	820	344	163
San Antonio	692	284	493	496	88
San Diego	2799	822	2196	530	900
Santa Monica	357	22	239	0	0
Seattle	2285	677	1080	418	1284
St. Louis	274	274	213	213	0
St. Paul	263	91	0	165	85
Trenton	201	16	154	146	257
Wash., D.C.	5478	2264	1620	430	503

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Housing

Assisted Housing Requests

Requests for Assisted Housing by Low-income Families and Individuals

During the last year requests for assisted housing by low-income families and individuals **increased in 86 percent of the survey cities** and remained the same in three cities – Louisville, New Orleans and San Antonio.

Among the comments from the city officials on the number of requests for assisted housing by low-income families and individuals:

Boston: The turnover rate for assisted housing is very low but our homeless numbers continue to rise. There has not been an increase in federal or state resources to increase the supply of assisted housing so the demand continues to rise.

Burlington: Requests for assistance increased from 1,203 to 1,354, a 12.5 percent increase.

Charleston: Charleston has 1,327 units of public housing and all of those are currently filled. The problem intensified with the demolition of Shoreview, an 85 unit complex that accepted Section 8 vouchers.

Cleveland: Public housing waiting list has increased by 28 percent this year.

Denver: A lack of affordable housing, low wages, and a weakening economy have created an even greater housing crisis than the housing crisis we previously had.

Kansas City: According to the Housing Authority of Kansas City, Missouri every year the demand increases. On average, 120 applications are taken per day.

Louisville: The demand for one-bedroom units increased, but others remained the same. There is no increase in demand for units larger than one bedroom. The trend seems to be for families with children, particularly families moving from welfare to work, to choose market rate housing. The state offers additional incentives to welfare-to-work families to move to home ownership. In late 1999, the Kentucky Cabinet for Families and Children awarded grant funds to the Kentucky Housing Corporation to provide housing support for home ownership to former Kentucky Transitional Assistance Program (K-TAP) recipients and to families participating in the Family Self Sufficiency Program. Conversely, as residents age and begin to live alone, the demand for one-bedroom units increases.

Nashville: Poor economy and lack of low-income, privately-operated apartments have contributed to this increase. (MDHA)

Norfolk: Due to the Public Housing Lists being closed for 1 & 3 bedroom units. Section 8 List remains closed.

Portland: Housing requests increased by about 300 percent. Normally, the number of applications per months for the Public Housing program averages between 50-80. During the month of October, 2001, the Public Housing Program received 300 applications. The Section 8 Program does not track this, but noted a "dramatic increase" in people seeking housing assistance since Spring, 2001.

Salt Lake City: The increase is due to the lack of affordable housing.

San Diego: Due to rapidly escalating rents and utility costs, large numbers of families and individuals are seeking shelter and housing assistance.

Santa Monica: For each low-income housing project developed by the City, there are 10-20 times as many applicants as beds available.

Seattle: The demand for all of Seattle Housing Authority Programs continues to increase.

St. Louis: The number increased from 4,000 request in 2000 ro about 6,000 requests in 2001.

St. Paul: According to the 2000 Census, St. Paul has one of the tightest housing markets in the United States. We have been unable to build enough affordable units to keep up with the demand.

Trenton: More and more low income people are unable to pay fair market rents. Therefore, people are been forced to seek assisted housing

Washington: The information provided is relative to those families and individuals who have ONLY applied for housing assistance through the District of Columbia Housing Authority. At this time last year, the total number of applicants that were active on the DCHA respective waiting lists increased between 2,000-4,000 households.

The Wait for Assisted Housing

Applicants in the survey cities must wait for public housing for an average of 16 months from the time of application until they actually receive assistance. The average wait for Section 8 Certificates is 20 months, for Vouchers 22 months.

- For **public housing** the average wait ranges from 9 in Boston, 9 in Burlington, 8 in Charleston, 24 in Denver, 36 in Los Angeles, 1 in Louisville, 2 in Nashville, 8 in Norfolk, 9 in Phoenix, 18 in Portland, 8 in Salt Lake City, 4 in San Antonio, 60 in San Diego, 15 in Santa Monica, 12 in Seattle, 18 in St. Paul, 24 in Trenton, 30 in Washington .

- For **Section 8 Certificates** the average wait ranges from 9 in Boston, 6 in Charleston, 12 in Denver, 12 in Louisville, 3 in Nashville, 30 in Phoenix, 80 in San Diego, 5 in Santa Monica, 24 in Seattle, 24 in St. Louis, 24 in St. Paul, 12 in Trenton .
- For **Section 8 Vouchers** the average wait ranges from 9 in Boston, 2 in Burlington, 3 in Denver, 72 in Los Angeles, 12 in Nashville, 12 in Norfolk, 30 in Phoenix, 24 in Portland, 12 in Salt Lake City, 36 in San Antonio, 24 in Seattle, 24 in St. Paul, 12 in Trenton, 39 in Washington.

Among the comments from the city officials on the average wait time between applying and receiving housing assistance:

Boston: The waiting period depends on the applicant's priority status. The wait for someone who is priority 1 (homeless) is 6-9 months. The wait for non-priority 1 applicants is years.

Burlington: The waiting time for public housing ranges from 6 to 12 months, depending on the bedroom size: for 4-5 bedroom units, the waiting time is more than a year. The waiting time for vouchers is 1-3 months. There are no longer any Section 8 Certificates.

Charleston: About $250,000 in federal money set aside to be used for Section 8 recipients went unused last year in Charleston. If the trend continues that amount could double in six months effecting as many as 200 families. Charleston's downtown has been hit hard because of rising property values. The peninsula's student population continues to rise and students are moving north to neighborhoods that have traditionally been ones where renters could locate affordable housing. As a result many families have been forced to move off of the peninsula. Public transportation is poor and this causes a problem to individuals working in the historic neighborhoods that support Charleston's tourist trade.

The City of Charleston's Housing Authority is currently using only 88 percent of its $4.4 million in federal funds for low-income families. The authority is trying to free up some money to make 15 percent of its money "unit-based". In this way property owners would have an incentive to provide safe, quality housing to lower-income families. To combat the housing shortage, the authority is dedicating 52 units to low-income families scattered throughout the city. The authority's board voted in the spring to approve a resolution allowing money to be used to help low-income individuals obtain credit counseling and loans. Their goal is to not concentrate families and depend so heavily on single landlords and to help educate individuals on how to become first time home owners.

Cleveland: Public housing waiting list time ranges from one month for elderly up to two years for some family bedroom sizes.

Kansas City: The Housing Authority of Kansas City of Kansas City, Missouri utilizes three preferences for public housing: Preference 1 working or disabled persons (one to one and half year wait); Preference 2-not working but in training or homeless, (one and a half to 2 year wait), Preference 3-not working (over to years). Applications for Section 8 vouchers are taken at an average rate of 120 per day.

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Los Angeles: Average wait in months from the time of application for assisted housing until an application receives assistance for: Public Housing — 36 months; Section 8 Certificates — N/A; Vouchers — 72 to 120 months. Most of this depends on bedroom size.

Louisville: The wait for bedroom apartments for non-elderly and disabled is 6-12 months. Vouchers: Emergency/special access - 3 weeks. Preference category - 12 months. Non-preference - 24 months.

Nashville: Public Housing- 2 months after approval, if applicant accepts first available apartment (MDHA); 3+ months (Nashville CARES) Section 8 certificates- 2-3+ months for Shelter Plus Care Vouchers- 12 months if a high priority; 2 years or more if below "Priority 2" (MDHA) There is a waiting list of approximately 2,500 people for Section 8.

Portland: The Public Housing Program gives a priority to clients of 30 Special Needs Housing agencies. Those clients are housed in 90-120 days for studio and one-bedroom units and in 6 months for two-five bedroom units. All other regular applicants on the waiting list have an average wait of approximately 18 months for Public Housing units. All certificates have been converted to vouchers. The Section 8 Program has a closed waiting list and uses a lottery system to select recipients. It takes approximately 2 years to exhaust the waiting list.

Salt Lake City: For seniors/disabled, the housing wait is 6 to 8 months. For families, the housing wait is 8 to 24 months, with larger families having waiting periods near 24 months.

Seattle: Our estimates are based on the Seattle Housing Authority's previous experiences.

Trenton: We have had a decreased availability of assisted housing

Washington: The information provided is relative to those families and individuals who have ONLY applied for housing assistance through the District of Columbia Housing Authority. DCHA no longer issues Sec. 8 certificates, so the value for the certificate wait list is null.

Cities Which Stopped Accepting Applications for Assisted Housing Programs Due to the Excessive Length of the Waiting Lists

Nineteen percent of the cities have stopped accepting applications for at lest one assisted housing program due to the excessive length of the waiting list.

Among the comments from the city officials on the closing of assisted housing program wait lists:

Boston: In the past only priority 1 applicants were accepted for section 8's but not anymore. Only about 1/3 of the people who receive a voucher are actually able to find a unit to rent (because of the low vacancy rate) so many more vouchers are given out then are actually utilized creating the need for a large pool of applicants.

Cleveland: Section 8 waiting list is closed. Ten thousand names were added through a 2001 lottery. It will be up to three years before a new lottery is needed.

Denver: Public housing and Section 8 lists open intermittently.

Kansas City: According to the Housing Authority of Kansas City, the largest provider of housing opportunities, they never close their waiting list and seek avenues to accommodate applicants for housing including completing certifications and lease signing on weekends.

Nashville: MDHA's waiting list is open until 12/31/01. We re-open the list when the number of applicants gets down to 1,000.

Norfolk: The waiting list for Section 8 is closed and will open Spring 2002. The waiting list for Public Housing is opened once a month.

Portland: The Public Housing Program waiting list has been closed since December, 1998, to single persons who are not elderly (62 years or older) or disabled. The reason for this closure is that the number of names on the waiting list for this category of people was extremely long and with other preferences and priorities, this group was not being reached in the application process. It was a time consuming process to update the status of these applications each year when it was obvious that these people would not ever reach the top of the waiting list. The Section 8 waiting list has been closed since May, 2000. The Housing Authority expects to open the list again in May, 2002.

San Antonio: Section 8 housing lists have been closed for over a year.

Santa Monica: The lists are reopened once a year.

Seattle: The Seattle Housing Authority continues to collect applications for housing and calls in applicants for follow-up interviews when housing units become available.

St. Louis: There is an open application process for 5 weeks in order to replenish the list. Section 8 housing in St. Louis is open to the full complement of housing options.

St. Paul: Section 8 is virtually closed. Applications are taken only one day a month.

Trenton: Three and four bedrooms for families

Washington: The information provided is relative to those families and individuals who have ONLY applied for housing assistance through the District of Columbia Housing Authority.

People Served by Assisted Housing

An average of 38 percent of the eligible low-income households are currently served by assisted housing in the survey cities.

Among the comments from the city officials:

Washington: Using only DCHA data, which likely does not represent the total need but is the most handy for calculating this percentage, we see that 52,093 households need assisted housing, but 16,251 are receiving it -- thus 31 percent of the households deemed eligible by DCHA are receiving assistance while 69 percent are not. The DC Fiscal Policy Institute, using the American Housing Survey for 1998, shows 55,000 households with incomes below $25,000. Thus the number of eligible families on the DCHA wait lists is about the same as the number of households with incomes below $25,000. There may be some other households receiving assisted housing through programs that use HUD block grant funds, but at the same time the denominator of low-income households is more than the 55,000 below $25K. Thus the 31 percent figure may be high or low, but is the best estimate for this survey.

Average Percentage of Income that Low-Income Households are Spending on Housing

Officials in the survey cities estimate that low-income households spend an average of 44 percent of their income on housing.

Among the comments from the city officials on average percentage of income that low-income households are spending on housing:

Washington: Based on American Housing Survey as analyzed by DC Fiscal Policy Institute, which showed 67 percent of households with incomes below $25,000 paying more than 30 percent of income for rent, and 41 percent of these households paying more than 50 percent of income for rent.

City Data on Housing

City	Housing Requests	Public Housing Wait (months)	Section 8 Certificates Wait (months)	Section 8 Vouchers Wait (months)	Stopped Accepting Applications	Percent of Need Met
Boston	increased	9	9	9	no	67
Burlington	increased	9	0	2	no	50
Charleston	increased	8	6	0	no	0
Charlotte		0	0	0	no	0
Chicago		N/A	N/A	N/A	no	45
Cleveland	increased	0	0	0	yes	30
Denver	increased	24	12	3	no	50
Detroit		0	0	0	no	0
Kansas City	increased	0	0	0	no	0
Los Angeles	increased	36	0	72	no	0
Louisville	same	1	12	0	no	33
Nashville	increased	2	3	12	no	38
New Orleans	same	0	0	0	no	0
Norfolk	decreased	8	0	12	no	0
Philadelphia		0	0	0	no	24
Phoenix	increased	9	30	30	no	18
Portland	increased	18	0	24	no	30
Providence	increased	0	0	0	no	0
Salt Lake City	increased	8	0	12	no	60
San Antonio	same	4	0	36	yes	10
San Diego	increased	60	80	0	no	50
Santa Monica	increased	15	5	0	yes	0
Seattle	increased	12	24	24	no	0
St. Louis	increased	0	24	0	yes	0
St. Paul	increased	18	24	24	no	33

Trenton	increased	24	12	12	yes	0
Washington, D.C.	increased	30	0	39	no	31

Outlook

Expected Requests for Food and Shelter

Requests for Emergency Food Assistance for 2002

One hundred percent of the survey cities expect that requests for emergency food assistance will increase in 2002.

During 2002 requests for emergency food assistance by families with children are expected to increase in 100 percent of the survey cities.

Among the comments from the city officials on the demand for emergency food assistance:

Burlington: Living costs, especially housing, are expected to continue to outstrip wages for many people. The worsening economy will exacerbate this situation.

Charleston: Applications for welfare assistance has increased in Charleston County over the past six months. Due to the changes in federal regulation, individuals will be limited to their eligibility.

Chicago: A number of factors account for the expected increase in the number of requests for emergency food assistance during 2002. The economic downturn, the repercussions of the events of September 11, which are hitting a number of industries that rely on low-income workers hard (i.e. hospitality and transportation), the rise in unemployment, the expiration of TANF benefits, and the rising costs of housing.

Cleveland: Higher unemployment and loss of manufacturing jobs. More families reaching public assistance time limits as people get laid off from entry-level jobs.

Denver: The same problems that caused the increased demand in 2001 will continue to increase requests for food in 2002: lack of affordable housing, low wages, unemployment, and a weakening economy.

Kansas City: All economic indicators point to an increase demand in the future. Unemployment figures are on the rise as based on the 1999 and 2000 statistics reported by the Missouri Division of Workforce Development. Like many metropolitan areas, Kansas City has felt the impact of the economic recession as well as the impact of the September 11, 2001 tragedy, i.e. layoffs. The City of Kansas City has experienced budget deficits due to a drop in revenues. Consequently, programs to serve the impoverished are being cut during the fiscal.

Los Angeles: One of the agencies stated that they are seeing more and more large families without support. This is particularly high among families that are undocumented.

Nashville: Job loss due to economic slowdown and lay-offs (Campus), loss of employment (The Salvation Army) Since the attacks of September 11, more people have lost their jobs. The need for extra assistance by the people in New York has also depleted some of Nashville''s resources for its own people in need. (Madison Domestic Violence Shelter) Second Harvest is seeing many families for the first time. They are the working poor. One or both of them work on minimum wages, but rent is high and they usually do not have insurance or benefits.

New Orleans: The recent economic slowdown will cause more families to seek temporary assistance. Additionally, because of our geographical location, we constantly experience adverse weather conditions which tend to impact our need for emergency food assistance.

Norfolk: With the downturn in the economy, it is anticipated that the demand for emergency food assistance will increase during 2002.

Philadelphia: All local and national indications by research groups are that working families are going to increasingly rely on emergency food during the coming year. The continued ending of limits of welfare by women and children and the acute joblessness that is following the events of September 11 are creating a climate where more individuals are turning to emergency food resources of all types for the first times.

Phoenix: The Arizona State Legislature is experiencing a huge budget shortfall. Most social service programs are being cut. The City of Phoenix experienced a 6 percent reduction of General Purpose Funding from the state. Private donors and foundations are indicating less money will be available locally as they are assisting with needs in New York City. Although the economy in Phoenix has been relatively good, there are 17 percent of households in Phoenix who live in poverty. If the economy becomes worse we will experience more and more employment lay-offs. We will have more households living in crisis with fewer resources to assist them. The result could ultimately be more homelessness.

Portland: Trends have been shifting upward over the past several years and there is little reason for this to change, especially considering the current economic climate.

Providence: There has been a consistent increase in requests for food during the past 3 years.

Salt Lake City: Recession, increased layoffs, low wage increases, and impact of Olympic Games with increased individuals and families seeking work in area which will all create more demand.

San Antonio: The downward spin of the national economy is already causing increased demand for food assistance. There are an increasing number of churches that do not normally provide food to the needy that are now assisting. The profile of the persons requesting food is adding to its ranks individuals laid-off from work. Families are hardest hit when parents experience a job loss. The capacity of extended family members to assist those who are affected by the economy is limited in a city with the high poverty rate that we experience.

San Diego: Housing costs continue to rise while incomes remain stagnant.

Santa Monica: We anticipate demand to increase as a result of welfare reform, increasing housing costs, and the downtown in the economy.

Seattle: Seattle and the region's economy has changed dramatically due to businesses relocating and or going out of business altogether. We can expect food banks to continue to see an increasing number of zero to one income families as a result of the economic downturn. Locally, food providers have successfully leveraged more funds for operational and other infrastructure support to three local food banks, two food distribution systems and two community hot meal programs and support to continue advocacy and systems support for meal programs. Food advocates, regionally and statewide continue to educate local and state officials to ensure that funding for Special Supplemental Nutrition Program for Women, Infants, and Children (WIC), Emergency Food Assistance Program (EFAP) which many local food banks rely on to supplement local government and other funding sources are held harmless to potential and announced budget cuts. By the time this report goes to print, we hope that the President of the United States will have signed the appropriations bill to include $4.348 billion for WIC, underscoring the hard work that food advocates, locally, and nationally, have done and showing that their perseverance and good advocacy do pay off. Given the successes that food providers and advocates have had in leveraging more in-kind and financial resources, one would think that the emergency food network is able to keep up with the increase in demand for food bags and hot meals. In reality, however, the fact of the matter is that the current and local economic downturn will only increase local hunger and food insecurity in all families.

St. Louis: The agencies providing emergency food assistance expect an increase due to the slump in the economy.

St. Paul: The combined effects of 9/11/01 and existing and increasing unemployment in the context of a recession will cause more hunger.

Trenton: People are losing their jobs. Also due to the economy, this has been the trend for the past few years.

Washington: The District is experiencing layoffs in the hospitality, tourism and other related service sectors after 9/11, causing the lower income workers in these sectors, who have little margin for weathering a downturn, to seek out emergency food more than before.

Forecast of Requests for Emergency Shelter during 2002

One hundred percent of the survey cities expect that requests for emergency shelter to increase in 2002.

One hundred percent of the survey cities expect that requests for shelter for homeless families to increase in 2002.

Among the comments from the city officials:

Boston: The supply of affordable housing does not meet the demand. The Mayor continues to prioritize the creation of new affordable units but does not receive enough state or federal resources to meet the demand. Both of the city's housing agencies continue to prioritize homeless individuals and families for their affordable housing resources. However with out the same commitment from the state and other communities the increase in units is going to be incremental. Potential state cutbacks in public health, mental health, and homeless services could increase demand.

Burlington: Although new affordable units are being completed, demand continues to outstrip supply. Economic predictions for regional growth estimate that each year, 350 new renter households earning less than 80 percent of median household income will become part of the regional economy.

Charleston: The recession has hit Charleston as hard as any other city in the nation. The attacks on September 11 caused a drop in tourism and hundreds of individuals who work in the low wage service sector lost their jobs as a result. Requests for shelter have increased and our state budget has decreased. Our mental health systems are stressed to the degree that individuals wait as long as six months for treatment. South Carolina is eighth in the nation in AIDS cases - Charleston is 25th in the nation with Columbia 4th - nearly seventeen percent of our state''s citizens have no health insurance, and our school systems are among the poorest in the county - resulting in a very poorly prepared work force. These factors all contribute to a group of individuals who live in poverty.

Chicago: A number of factors account for the expected increase in the number of emergency shelter requests during 2002. The economic downturn, the repercussions of the events of September 11, which are hitting a number of industries that rely on low-income workers hard (i.e. hospitality and transportation), the rise in unemployment, the expiration of TANF benefits, and the rising costs of housing. In addition, we also anticipate a need for more SRO's due to the dip in economy.

Cleveland: Higher unemployment. Continued cuts in already inadequate state funding for mental health will push more persons into the shelter system. Time limits on public assistance, along with the termination of welfare reform transition and "safety-net" programs, as the result of declining state and local revenues, will lead to increased housing evictions.

Denver: Denver's economic boom over the last decade drew thousands of people from other counties and states. Many of those same people are now being laid off work and are subsequently losing their housing.

Kansas City: The Greater Kansas City Housing Information Center, an agency that provides housing counseling relative to foreclosures, have begun to notice an increase in foreclosures. The Homeless Services Center, operated by Metropolitan Lutheran Ministry, has, in the past, primarily served single adults. They now report a rise in families with children.

Nashville: More unemployment is expected, as well as an increase in alcohol and drug use. The latter months of 2001 reveal an increase in the number of families needing assistance, for various reasons. (Family Life Center)

Norfolk: With the downturn in the economy, it is anticipated that the demand for emergency shelter will increase during 2002.

Philadelphia: We expect a slight increase in the demand for shelter beds for single and families due to the effects of welfare reform and depletion of Section 8/PHA resources.

Portland: We do not track requests for emergency shelter, and will not be able to document the increase. However, now at the beginning of winter (while the climate is still moderate), our shelters that open only the winter have reported that they are already at capacity.

Providence: The average rent for a two bedroom apartment has increased to $525. There are an average of 16 families applying for each apartment. The demand for housing is far greater than the resources available.

San Antonio: Requests for shelter are also increasing as a result of the soured economy and a high poverty rate. The significant number of lay-offs in the context of a low-wage city is reason for serious concern and will challenge the capacity for this community to respond if the recession continues for an extended period of time. Families again constitute the largest percentage of the homeless population - a significant shift from the previous reporting period. The shift, however, has been anticipated due largely to the poor economy and the number of lay-offs from not only large companies, but smaller businesses as well.

San Diego: Waiting lists for shelter continue to lengthen. Over the past year, a homeless family's wait for shelter has increased from two weeks to nearly four weeks.

Seattle: Families in the City of Seattle have been severely impacted by the downturn in the economy and the State's unemployment rate is one of the highest in the nation. Currently, there is a shortage of affordable housing units and move-in cost remains high as well. Additionally, energy cost for families in the city have increased by one third. The city is also experiencing increasing numbers of newly immigrant and refugee families to our area that have significant housing issues. The combination of these factors are expected to increase pressure on families living on the edge, and increase requests for emergency housing services.

St. Louis: The agencies providing emergency shelter expect an increase due to the slump in the economy.

St. Paul: The 60 month welfare cut off in a recession market will guarantee more homelessness. Our annual totals of secondary migration of immigrants and rising unemployment will add to the emergency shelter demand.

Trenton: Low to moderate income families can no longer afford to pay fair market rents.

Washington: The national recession and its deep impact on District jobs will increase the need, at the same time that the District's budget may run a deficit and service dollars will be harder to find.

Impact of the Economy on Hunger and Homelessness

The Current Effect of the Economy on Hunger and Homelessness

Among the comments from the city officials on the impact of the economy on hunger and homelessness:

Boston: The economic downturn has caused a job loss in some areas while other sectors such as security have increased. Jobs in the hotel and tourist areas have been affected.

Burlington: From the experience of emergency food and homeless service providers, the demand for services has not changed significantly.

Charleston: Tourism has dropped - hotel occupancy rates are down - low wage workers have lost their jobs.

Chicago: The economic slowdown has resulted in an increase for emergency shelter and emergency food assistance throughout the City of Chicago.

Denver: As mentioned previously, Denver's economic boom drew thousands of people from other areas because jobs were plentiful. With the economic slow-down, many people in tourist, labor and service jobs are being laid off and subsequently cannot afford their housing. These people are joining the ranks of homeless persons who face multiple barriers in addition to a worsening economy, i.e., chronic mental illness, significant physical disabilities, substance abuse, and domestic violence issues. In short, demands for food and housing are at an all-time high.

Kansas City: The City of Kansas City is experiencing rising deficits due to revenues dwindling. The city, as such, has begun intensive efforts to reduce general revenue spending. As a consequence, social programs which serve the homeless and near homeless are going to be affected. A recent example is the elimination of the City's Emergency Assistance Program.

Los Angeles: Most of the agencies state that the impact of the economic slowdown on hunger and homelessness are that most agencies are struggling to keep programs open. Donations have dramatically declined and even the city appears to have less funds for social services. Jobs are always difficult for the homeless to find and frequently the ones they get do not pay well enough for them to find decent housing. It will be harder for families to find affordable housing due to high demand. According to the Housing Authority for the City of Los Angeles, the need has always been high, even when the economy was doing well. Biggest impact on clients served is shrinking supply of decent, same, and sanitary affordable housing.

Louisville: Low wages and less affordable housing are the results of worsening economy.

Nashville: Even in a strong economy, the type of people accessing food and housing assistance do not directly benefit. Those on SSI/SSDI have limited income that only marginally covers basic expenses. Many others work in hourly, minimum wage service jobs. (Nashville CARES) The average person may see donating as less important ("I work . . . they can, too.") Often, donors do not take into consideration the needs and limitations of homeless people. (Family Life Center)

New Orleans: New Orleans is a city which is heavily driven by the hospitality industry. As a result, an economic slowdown directly impacts many of those individuals who hold low-wage service industry jobs. Many workers remain displaced, because they do not posses the requisite skill level to compete for jobs which require a higher level of skill.

Philadelphia: The impact of the economic slowdown has not been strongly felt as of yet. However, food pantries and other agencies fighting hunger, as well as emergency shelter and transitional housing providers, are preparing for an increase in demand.

Portland: Many agencies that provide food assistance have reported dramatic increases in service requests. Layoffs from major corporations, such as Freightliner, have created food insecurity for many families who now have an unemployed or underemployed worker.

Salt Lake City: Growth in jobs has been in the services category, which typically do not pay a 'livable' wage. Other job categories have not grown very much and now we are experiencing lay-offs in manufacturing jobs. This puts pressure on remaining wage earners to pay for essential services.

San Antonio: The strong economy never trickled down to those most vulnerable and now that the economy has begun to spiral downward the economically fragile will experience hunger and homelessness at increased levels and rates. The increasing number of layoffs in this community and the high utility bills for area residents have caused numerous families to become homeless. Primary providers in poor families often do not have adequate education or job training to compete for jobs in a shrinking market. As a result, the number of families seeking both food and shelter assistance has increased dramatically.

San Diego: No significant impact to homelessness and hunger can be attributed at this time to the economic slow-down.

Santa Monica: Santa Monica is a resort city with a large amount of international tourism. A substantial part of the City's General Fund is derived from hotel room taxes. Since September 11 vacancy rates at the hotels have dropped from 95 percent occupancy to somewhere in the 40th percentile.

Seattle: The rise in the number of hot meals served by meal providers and the increase in the number of food bank visits indicate that hunger and food insecurity continue to be a challenge in Seattle's once robust economy. One food bank director, for example, reports that she cannot rely on the local grocery store as she used to for food donations because the store is barely even able to keep their shelves stocked of certain items. Food Banks report an increase in clients who have just joined the unemployment line. Local congregate meal programs continue to provide much needed daily source of nutrition and social interaction for Seattle's growing elderly population. During the summer months, community service centers and social service agencies provide free lunch and breakfast to youth 0-18 years of age. The congregate meal programs and Summer Food Program, administered by the Department's Aging and Disability Services and the Division of Family and Youth Services, respectively, can anticipate an increase in the numbers of seniors and youth utilizing their programs and services. Faith-based programs also continue to provide food, shelter, and other much needed assistance to those in need.

St. Louis: The economic slowdown indicates that more people will request food and shelter assistance.

St. Paul: The impact is growing more and more negative.

Trenton: Most provider agencies are working beyond capacity to meet demands with limited resources. Limited resources has caused increase in homelessness and hunger.

Washington: For the three years prior to 2001 we saw decreases in the number of adults coming into shelter, largely due to the better employment prospects. The number of adults is still down by about 50 percent as compared to 1996. However, in 2000 we saw about 36 percent more families applying for shelter, and that trend has continued upward in 2001. We do not necessarily think it is all a demand for shelter as such, as it could be a demand for some kind of cash assistance and case management help that our family central intake has added to its services over the past two years. It may be that the new services are "the light under the door" that tells poor families that someone is home, and so they are coming to the door of the homeless system looking for help. One thing that is clear to us is that we could open hundreds of new units for families and they would all quickly fill up as the housing market gets tougher for people with very low incomes. The city and the Community Partnership will be devoting more attention and resources to preventing homelessness among families and utilizing the "housing first" approach to help families stabilize in permanent housing more quickly than they might if they had to go through a homeless shelter.

Expected Effect of the Economy on Hunger and Homelessness

Among the comments from the city officials on how hunger and homelessness will be affected by the economy during 2002:

Burlington: The main threat to people living on very low income is reduced federal and state funding to provide essential human services. As job losses increase, those at the lower end of the economic spectrum will likely feel the impact hardest - higher unemployment will result in fewer jobs being filled by people with less education and job skills, thus exacerbating the problems of hunger and homelessness.

Chicago: We are already experiencing an increase in requests for shelter and emergency food assistance and anticipate it to worsen during 2002 due to the slowdown in the economy.

Cleveland: Loss of jobs, particularly those paying decent wages and benefits, will increase demand for services. Decreasing state and local revenues will make it difficult to maintain even existing service levels.

Denver: Hunger and homelessness will put unprecedented demands on both non-profit and government providers in 2002. In addition to the economic slow-down, many TANF recipients in Colorado will be facing the end of their 60-month time clock for TANF and will no longer be eligible for cash assistance. For these people in particular the economy has taken a downward spiral at the worst possible time, as the average wage earned by low-income people transitioning off public assistance is $8.12 in the Denver area. It takes roughly twice that, or about $15 an hour, for a family of four to live here without public aid.

Kansas City: Several factors come into play regarding the future. First, the reduction of the city's general revenues spending will and has impacted social programs. Second, many providers are also concerned about the welfare of homeless and impoverished people because of increased spending of federal dollars on the war on terrorism. Third, private contributions from stock market investors are anticipated to decrease due to the sluggish economy; and contributions to local market social programs are expected to decrease because of donations to programs that serve victims of the September 11 tragedy.

Los Angeles: Most of the agencies agree that hunger and homelessness will be affected by the economy during 2002 by seeing more people who are homeless and hungry. One agency stated that there will be a great need for help in the coming year due to the fact that the government is sending food to other countries and not realizing the need right here in their own country. There is a greater need for our own families. They also believe that there will be a possible decrease in the level of private donations which may affect services. According to the Housing Authority for the City of Los Angeles, expect demand to increase as rents remain above HUD Fair market rent levels, landlords refuse to accept Section 8 vouchers, and limited new construction on affordable housing occurs.

Louisville: There will not be enough resources to serve people.

Nashville: Many accessing services will continue to struggle even in a strong economy. If, as current indicators show, the economy continues its decline, there will be an increase in individuals who are new to food and housing services, decreased private donations and increased competition between providers for limited funding. (Nashville CARES) We believe the need for services will rise and funding for agencies will decrease. Hopefully, the time spent on pro-active solutions during the past few years will continue and not revert to crisis mode. (Campus) Loss of funding is expected to agencies providing services. (The Salvation Army) The recent events and economic changes are beginning to affect those who were already disadvantaged. People who were struggling are struggling more. I believe that many who were living close to the edge will join the ranks of those already homeless. This will increase the burden of the already crowded shelters. In turn, the whole service system will experience an increase in demand. (Family Life Center)

New Orleans: If the current trend continues, the City of New Orleans will continue to experience an increase in the number of individuals and families requesting temporary assistance. Those individuals presently employed in the hospitality industry, which are typically jobs which require minimum skill level, are at risk. The inability to compete for higher skill level positions will cause many of those individuals and families to seek emergency assistance.

Norfolk: Service providers are starting to experience increased requests for assistance and as many individuals and families are living on the edge, any reduction of work hours or change of circumstance will place them in crisis.

Philadelphia: It is expected that the demand for food and shelter will increase as more marginally-employed workers lose their jobs. Approximately 8000 Philadelphia families who will hit their 60 month limit in the Federal Temporary Assistance to Needy Families Program during the summer months of 2002 will also be facing the tough job market but without any safety net from public assistance. Barring any plan at the state level to address their needs, many of these families are expected to come to the doors of food and shelter providers in 2002 seeking assistance.

Portland: The Portland area's economy began slowing last spring, and since September 11 has gotten worse. (The states of Oregon and Washington have the highest unemployment rates in the nation.) Many social service agencies already are seeing decreases in donations compared with last year, and they fear donations will be drastically down during the early part of 2002 because of the September 11th attack. Additionally, the State of Oregon, the City of Portland, and Multnomah County have revised projections about the revenues they will receive. Multnomah County made major cuts in their 2001-02 budget and currently is making further cuts. The State has yet to make over $700 million in cuts, but this is expected to have a major impact on social services. There is much uncertainty surrounding funding for social service providers in the upcoming year. Without sufficient resources, homeless and hungry people will not have their needs met.

Salt Lake City: There are some predictions that homelessness will increase during the first part of 2002 due to Olympics impact of massive numbers of visitors causing housing providers to raise rents or evict tenants to capitalize on increased demand.

San Antonio: There is a perception that today's economy began a downward spiral as a result of the 9/11 tragedy. That is not the reality for those who first faced lay-offs in early Spring 2001 and have lost their homes or are in the process of losing their homes. The tax breaks that have been enacted have not positively impacted the working poor locally, and unless the economy improves in a significant manner, the demand for food and shelter assistance will continue to increase. Compounding the problem will be decreasing charitable contributions to local social service agencies. The local food bank already is reporting shortages. Shelter providers are reporting that they are over capacity more regularly than a year ago.

San Diego: If the slow-down continues, the impact on families depending on low-wage service jobs could become significant.

Santa Monica: With rising housing costs and limitations on welfare programs, we anticipate more people will become homeless and will not be able to afford sufficient food.

Seattle: If the current trend in hunger and food insecurity continues, Seattle's emergency food system can anticipate a much higher demand in food and essential non-food grocery items. The passage of specific local and statewide legislations, coupled with the current economic situation on the national level, are already placing a heavy burden on food banks, meal programs, and food distribution programs, as well as, other human service providers. Locally, the anticipated increase and then a decrease of COLA funds for city-funded programs, as a result of such legislative passages, will negatively impact all service providers, particularly some programs that operate 95 -100 percent on local government funds and no other reported fund sources.

Furthermore, the upcoming Reauthorization of the Federal Food Stamp Program presents many unknowns and uncertainties. Initially, these uncertainties could potentially present some challenges in the accessibility and eligibility to specific entitlement programs, which in turn could potentially place a greater burden on the emergency food system. The doing more for less adage, unfortunately can only go so far when a child's stomach hunger pangs are at stake. We can anticipate that emergency food programs will continue to see a significant increase in requests for emergency food. Likewise, we can anticipate and expect that food advocates will continue to advocate for more funding from all locals of government, particularly at the state and city level. Budgets cuts anticipated by the state, county and city as a result of the downturn in the economy are expected to make a significant impact on the ability of non-profits service providers. Providers of homeless and food services who are already experiencing substantial increases in their operating budgets are expected to be even more stressed and lay-off in the service provider communities in a distinct possibility.

St. Louis: If layoff continues at the current rate, more people would rely on food pantries, soup kitchens, and shelters. Conversely, more layoffs could mean that less people could afford to contribute money for food and shelter programs.

St. Paul: Federal funding for feeding and fuel and rent assistance programs must be increased. We need a crash federally funded housing, new construction program for rental housing.

Trenton: If 2002 economy is good, we will not see as many people requesting emergency food and housing assistance.

Washington: The question probably refers to 2002, and on that score you see that providers are predicting bad things ahead as the economy enters a recession compounded by the after-effects of the 9/11 terrorism. We expect that the demand from families will stay high and may be worsened by some families reaching the 5-year limit on their TANF benefits. The District plans to keep cash assistance in place for these families from its own funds, but the District is projecting a deficit in the current fiscal year and it is not certain that it will have the means to continue cash benefits for long-time TANF recipients.

Hunger and Homelessness in America's Cities: A Sixteen-Year Comparison of Data

Indicator	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001
HUNGER																
Increase in Demand for Emergency Food	25%	18%	19%	19%	22%	26%	18%	13%	12%	9%	11%	16%	14%	18%	17%	23%
Cities in which Demand for Food Increased	88%	92%	88%	96%	90%	93%	96%	83%	83%	72%	83%	86%	78%	85%	83%	93%
Increase in Demand by Families for Food Assistance	24%	18%	17%	14%	20%	26%	14%	13%	14%	10%	10%	13%	14%	15%	16%	19%
Portion of Those Requesting Food Assistance who are families with Children	NA	67%	62%	61%	75%	68%	68%	67%	64%	63%	62%	58%	61%	58%	62%	54%
Demand for Emergency Food Unmet	23%	18%	15%	17%	14%	17%	21%	16%	15%	18%	18%	19%	21%	21%	13%	14%
Cities in which Food Assistance Facilities must turn people away	55%	67%	62%	73%	86%	79%	68%	68%	73%	59%	50%	71%	47%	54%	46%	33%
Cities which expect demand for Emergency Food to increase next year	84%	84%	85%	89%	100%	100%	89%	100%	81%	96%	96%	92%	96%	84%	71%	100%
HOMELESSNESS																
Increase in Demand for Emergency Shelter	20%	21%	13%	25%	24%	13%	14%	10%	13%	11%	5%	3%	11%	12%	15%	13%
Cities in which Demand increased	96%	96%	93%	89%	80%	89%	88%	81%	80%	63%	71%	59%	72%	69%	76%	81%
Demand for Emergency Shelter Unmet	24%	23%	19%	22%	19%	15%	23%	25%	21%	19%	20%	27%	26%	25%	23%	37%
Cities in which Shelters must turn people away	72%	65%	67%	59%	70%	74%	75%	77%	72%	82%	81%	88%	67%	73%	56%	44%
Cities which expect Demand for Shelter to increase next year	84%	92%	89%	93%	97%	100%	93%	88%	71%	100%	100%	100%	93%	92%	72%	100%
Composition of Homeless Population																
Single Men	56%	49%	49%	46%	51%	50%	55%	43%	48%	46%	45%	47%	45%	43%	44%	40%
Families with Children	28%	33%	34%	36%	34%	35%	32%	34%	39%	36%	38%	36%	38%	36%	36%	40%
Single Women	15%	14%	13%	14%	12%	12%	11%	11%	11%	14%	14%	14%	14%	13%	13%	14%

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Unaccompanied Youth	NA	4%	5%	4%	3%	3%	2%	4%	3%	4%	3%	4%	3%	7%	7%	4%
Children	NA	NA	25%	25%	23%	24%	22%	30%	26%	25%	27%	25%	25%	NA	NA	NA
Severely Mentally Ill	29%	23%	25%	25%	28%	29%	28%	27%	26%	23%	24%	27%	24%	19%	22%	22%
Substance Abusers	29%	35%	34%	44%	38%	40%	41%	48%	43%	46%	43%	43%	38%	31%	37%	34%
Employed	19%	22%	23%	24%	24%	18%	17%	18%	19%	20%	18%	17%	22%	21%	26%	20%
Veterans	NA	NA	26%	26%	26%	23%	18%	21%	23%	23%	19%	22%	22%	14%	15%	11%

Population and Unemployment Survey Data for Survey Cities

City	2000 Population	October 2000 Unemployment Rate	October 2001 Unemployment Rate
Boston	589,141	2.7	4.6
Burlington	38,889	2.6	2.9
Charleston	96,650	2.3	3.4
Charlotte	540,828	2.8	4.7
Chicago	2,896,016	5.4	6.7
Cleveland	478,403	7.8	8.7
Denver	554,636	2.8	5.0
Detroit	951,270	6.3	9.4
Kansas City	441,545	4.0	4.5
Los Angeles	3,694,820	5.9	6.7
Louisville	256,231	3.6	3.9
Nashville	569,891	3.1	3.1
New Orleans	484,674	5.9	6.1
Norfolk	234,403	4.2	5.3
Philadelphia	1,517,550	6.5	6.6
Phoenix	1,321,045	2.9	5.2
Portland	64,249	4.6	7.2
Providence	173,618	5.3	5.7
Salt Lake City	181,743	3.4	4.8
San Antonio	1,144,646	3.5	4.7
San Diego	1,223,400	3.0	3.6
Santa Monica	84,084	3.4	3.8
Seattle	563,374	4.4	6.6
St. Louis	348,189	6.8	7.2
St. Paul	287,151	3.6	4.2
Trenton	85,403	6.3	7.8
Washington	572,059	5.9	6.2

City____________________

STATUS REPORT ON HUNGER AND HOMELESSNESS
INFORMATION QUESTIONNAIRE

Please complete the following survey and return it by NOVEMBER 26, 2001 to:

Eugene T. Lowe
The U.S. Conference of Mayors
1620 Eye Street, N.W.
Washington, D.C. 20006
Fax (202) 293-2352

A report will be published based on the responses to this questionnaire. Experience has shown that such survey reports are effective when they include examples of individual city data. If, however, you want your city's answers to any questions held confidential, please specify those questions by number:__________________

NOTE: The year for which information is requested is November 1, 2000 to October 31, 2001. It is referred to as "the last year" in the survey questions. Homeless persons are defined as those who reside in shelters, on the streets, in cars or in other locations not intended as residences.

HUNGER

1. THE DEMAND

A) Has the total number of requests for emergency food assistance in your city ___ increased, ___decreased, or ___stayed the same during the last year? By what percentage? ___ %

Please explain or expand upon your response, and include any other data which supports it.

B) Has the number of families with children requesting emergency food assistance in your city

___increased, ___decreased, or ___stayed the same during the last year? By what percentage? ___% Please explain or expand upon your response and include any other data which supports it.

C) What percentage of those requesting emergency food assistance are members of families with children?

___%

D) Has the number of elderly persons requesting emergency food assistance in your city ___ _increased,

___decreased, or ___stayed the same during the last year? By what percentage? ___ %

Please explain or expand upon your response and include any other data which supports it.

E) What percentage of those adults requesting emergency food assistance are employed? _ ____%

F) What impact has immigration had on your requests for emergency food assistance? Please explain.

2. THE CAPACITY

A) Has the number of emergency food assistance facilities in your city ___ increased, ___ decreased or

___stayed the same during the last year? Please explain.

B) Has the level of resources (e.g. funds, volunteers, food, etc.) available to emergency food assistance facilities in your city ____increased, ___decreased, or ___stayed the same during the last year? By what percentage? ___% Please explain.

C) Are emergency food assistance facilities in your city used ___ for emergencies only, ___ as a steady source of food for long periods of time, or ___both? Please explain.

D) For those who receive assistance, are emergency food assistance facilities able to provide an adequate quantity of food? ___Yes ___No Please explain.

E) Do emergency food assistance facilities in your city have to decrease the quantity of food provided and/or the number of times families and/or individuals can come to get food? ___Yes ___No Please explain.

If yes, have emergency food assistance facilities had to increase the limit on the number of bags provided and/or decrease the number of times families and/or individuals can come to get food during the last year?

___Yes ___No Please explain.

F) Is the food provided nutritionally balanced? ___Yes ___No Please explain.

3. THE FUNDING

During the last year, has your city government spent public funds (either locally generated revenues or federal or state grants) to support local emergency food assistance efforts? ___Yes ___No

If Yes, please check below the funding sources used by your city government and indicate the amount spent.

	Funding Source	**Amount Spent**
	Locally generated revenues	$
	State grants (not federal pass-through monies)	$
	McKinney homeless assistance programs (please specify which ones on separate sheet)	$
	Community Development Block Grant	$
	Community Services Block Grant	$
	Other federal funds (please specify):	
		$
		$

4. THE UNMET NEED

A) Do emergency food assistance facilities in your city have to turn away people in need because of lack of resources? ___Yes ___No Please explain.

B) Please estimate the percentage of the overall demand for emergency food assistance in your city which goes unmet. _____%

Please estimate the percentage of the demand by families with children for emergency food assistance in your city which goes unmet. ____%

Please explain or expand upon your response, and include any data which supports it.

5. THE CAUSES

What are the main causes of hunger in your city?

6. AN EXEMPLARY RESPONSE

Please describe briefly an exemplary program or effort underway in your city which prevents or responds to the problems of hunger.

> (Please note that your responses will be published in a separate "Best Practices" report. We are interested in learning the following about your exemplary program: Description of Program; When and why created; Measure of Effectiveness; Financing of Program; Linkage to City Government; and Major Lessons. Please limit your response to 3 pages)

HOMELESSNESS

7. THE DEMAND

A) Has the total number of people requesting emergency shelter in your city ___increased, ___decreased, or ___stayed the same during the last year? By what percentage? ___%

Please explain or expand upon your response, and include any other data which supports it.

B) Has the number of families with children requesting emergency shelter in your city ____ increased,

____decreased, or ____ stayed the same during the last year. By what percentage? ___%

Please explain or expand upon your response, and include any other data which supports it.

C) Has the length of time people in your city are homeless _____increased, ____ decreased, or

____stayed the same during the last year? Please explain.

D) What is the average length of time that people in your city remain homeless? ___ months.

E) What impact has immigration had on your requests for emergency shelter? Please explain.

8. THE PEOPLE

A) Please provide a brief case study (one paragraph) of an **actual** homeless individual or family your city.

B) Please describe the characteristics of your city's homeless population on the following chart:

Homeless Population	Number	**Percent**
Members of Families with Children		
Single Men		
Single Women		
Unaccompanied Youth (age 18 & under)		
Total		100%
African-American		
White		
Hispanic		
Asian		
Native American		
Total		100%
Mentally Ill		
Substance Abusers		
Persons with AIDS or HIV-related illness		
Employed		
Veterans		

COMMENTS (please explain any significant changes which occurred in the composition of your city's homeless population during the last year):

C)What percentage of the homeless families in your city are headed by single parents? ___%

D)What percentage of the members of homeless families in your city are children? ___%

9.THE CAPACITY

A)Did the number of emergency shelter beds for homeless people in your city ____increase, decrease, or ____stay the same during the last year? By what percentage? ____%

How many shelter beds currently exist in your city for use by homeless people? _____

B) Did the number of emergency shelter beds specifically for homeless families in your city ____increase,

____decrease, or ____stay the same during the last year? By what percentage? ___ %

How many shelter beds currently exist in your city for use by homeless families? ____

C) Did the number of transitional housing units in your city ____increase, _____decrease, or ___stay the same during the last year? By what percentage? ____%

How many transitional units currently exist in your city? _____

D) Did the number of transitional housing units specifically for homeless families in your city

___increase, ____decrease, ____ or stay the same during the last year? By what percentage? ___%

How many transitional units specifically for homeless families currently exist in your city? ______

E) Did the number of SRO units or other permanent housing targeted to homeless people in your city ___increase, ____decrease, ___or stay the same during the last year? By what percentage? ___% How many SRO units currently exist in your city? ___

F) Do homeless families in your city have to break up in order to be accommodated in emergency shelters?

___Yes ___No Please explain.

G) Do homeless families have to leave the shelter in which they are staying during the day? ___Yes ___No If yes, please explain why and tell where they go during the day.

10. THE FUNDING/RESOURCES

During the last year, has your city government spent public funds (either locally generated revenues or federal or state grants) to support local shelters or other services specifically for homeless people? ___Yes ___No. If yes, please check below the funding sources used by your city government and indicate the amounts spent.

	Funding Source	**Amount Spent**
	Locally generated revenues	$
	State grants (not federal pass-through monies)	$
	McKinney homeless assistance programs (please specify which ones on separate sheet)	$
	Community Development Block Grant	$
	Community Services Block Grant	$
	Substance Abuse Block Grant	
	Mental Health Block Grant	$
	Other federal funds (please specify):	$
		$

Comment:

11. THE UNMET NEED

A) Do emergency shelters in your city have to turn away homeless families in need because of lack of resources? ___Yes ___No Please explain, including information on what happens to the homeless families that cannot be accommodated in shelters.

B) Do emergency shelters in your city have to turn away other homeless people in need because of lack of resources? __Yes __No Please explain, including information on what happens to the homeless people who cannot be accommodated in shelters.

C) Please estimate the percentage of requests by all homeless people for emergency shelter in your city which goes unmet. ____% Please explain or expand upon your response, and include any data which supports it.

D) Please estimate the percentage of requests for emergency shelter specifically by homeless families in your city which goes unmet._____% Please explain or expand upon your response, and include any data which supports it.

12. **THE CAUSES**

What are the main causes of homelessness in your city?

13. Is your city part of a Continuum of Care? Who oversees the development of the Continuum of Care in your city (city government, county government, nonprofit)?

14. How has the implementation of the Continuum of Care approach impacted the way your city addresses homelessness? Please explain.

15. What impact have the increased HUD resources for homelessness had on your communities ability to address homelessness? Please explain.

16. **AN EXEMPLARY RESPONSE**

Please describe briefly an exemplary program or effort underway in your city which prevents or responds to the problems of homelessness.

> (Please note that your responses will be published in a separate "Best Practices" report. We are interested in learning the following about your exemplary program: Description of Program; When and why created; Measure of Effectiveness; Financing of Program; Linkage to City Government; and Major Lessons. Please limit your response to 3 pages)

17. THE DEMAND

During the last year, did requests for assisted housing by low-income families and individuals in your city

___increase ___decrease or ___stay the same during the last year? Please explain.

18. THE CAPACITY

A) Please indicate the average wait in months in your city from the time of application for assisted housing until an applicant actually receives assistance for:

Public Housing _________ months

Section 8 Certificates ________ months

Vouchers ________ months

B) Has your city stopped accepting applications for assisted housing programs due to the excessive length of the waiting lists? ___Yes ___No If yes, please specify the types of housing for which the waiting lists have been closed.

C) Please estimate the percentage of eligible low-income households in your city currently being served by assisted housing. ___% Please explain or expand upon your response and include any data which supports it.

D) Please estimate the average percentage of income that low income households in your city are spending on housing. _____% Please explain or expand upon your response and include any data which supports it.

THE OUTLOOK FOR THE NEXT YEAR

19. THE OUTLOOK

A) Do you expect the demand for emergency food assistance in your city to ____ increase, ____decrease, or

____stay the same during 2001?

Do you expect the demand for emergency food assistance specifically by families with children in your city to _____increase, ____decrease, or ____stay the same during 2001?

Please explain.

B) Do you expect requests for emergency shelter in your city to ______increase, ___ decrease, or ____stay the same during 2000?

Do you expect requests for emergency shelter specifically by homeless families with children to

___increase, ____decrease, or ____stay the same during 2001?

Please explain.

20. THE IMPACT OF THE ECONOMY ON HUNGER AND HOMELESSNESS

For the last several years the United States has enjoyed a strong economy with low unemployment and inflation. This year we expect a surplus in the federal budget, and welfare caseloads also continue to decline.

A) What has been the impact of the strong economy on hunger and homelessness in your city? Please describe any impact in terms of the people affected and the services provided.

B) How will hunger and homelessness in your city be affected by the economy during 2001? Again, please describe any impact in terms of the people affected and the services provided.

Person completing form:

Name: ______________________________

Title/Agency: ______________________________

Address: ______________________________

Telephone: ______________________________

Fax: ______________________________

E-Mail: ______________________________

SURVEY CITIES AND THEIR MAYORS

Boston	Thomas M. Menino
Burlington	Peter A. Clavelle
Charleston	Joseph P. Riley, Jr.
Charlotte	Patrick McCrory
Chicago	Richard M. Daley
Cleveland	Michael R. White
Denver	Wellington E. Webb
Detroit	Dennis W. Archer
Kansas City	Kay Barnes
Los Angeles	James K. Hahn
Louisville	David L. Armstrong
Nashville	Bill Purcell
New Orleans	Marc H. Morial
Norfolk	Paul D. Fraim
Philadelphia	John F. Street
Phoenix	Skip Rimsza
Portland	Cheryl A. Leeman
Providence	Vincent A. Cianci, Jr.
Salt Lake City	Ross 'Rocky' C. Anderson
San Antonio	Ed Garza
San Diego	Richard M. Murphy
Santa Monica	Michael Feinstein
Seattle	Paul Schell
St. Louis	Francis G. Slay
St. Paul	Norm Coleman
Trenton	Douglas H. Palmer
Washington	Anthony A. Williams